



## **WFP EVALUATION**

# **Evaluation of the EU MADAD Project: “Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees: February 2019 - February 2025”**

Decentralized evaluation report  
WFP Lebanon Country Office



World Food  
Programme

SAVING  
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## Disclaimer

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# Executive summary

1. The World Food Programme's (WFP) Lebanon Country Office (CO) commissioned this decentralized final evaluation of WFP's European Union (EU)-funded MADAD Project "Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees" implemented from February 2019 to February 2025. The evaluation was conducted by the KonTerra Group between February 2025 and August 2025.
2. Lebanon, hosting over 1.5 million Syrian refugees<sup>1</sup> and some 223,000 Palestine refugees,<sup>2</sup> has grappled with a deep economic and financial crisis and high rates of inflation which significantly increased the cost of living. This has been compounded by political instability, the COVID-19 pandemic, the Beirut port blast, and the re-ignition of conflict with Israel. These crises have been particularly difficult for the most vulnerable households with the cost of the Survival Minimum Expenditure Basket (SMEB) continually rising, eroding purchasing power. According to the World Bank, poverty in Lebanon more than tripled in the last decade, affecting 44 per cent of the population in 2023.<sup>3</sup>
3. The MADAD project intended to support the most vulnerable Syrian refugees, Lebanese residents participating in the National Poverty Targeting Programme (NPTP) and Palestine refugees from Syria and Palestine Refugees in Lebanon (PRS/L) alongside strengthening the institutional capacity of the Ministry of Social Affairs (MoSA). The project was implemented across all eight governorates of Lebanon reaching a total of 724,084 individuals (54% Syrian refugees with multi-purpose cash (MPC) and 46% Lebanese host populations with NPTP cash assistance). Following two budget revisions in 2020 and 2021 to cover an emergency scale up, the project had a final budget of 176.2 million Euros, spent fully within the purview of this agreement.
4. The evaluation aims to provide an independent assessment of the MADAD project to inform operational and strategic decision-making for WFP and the EU; the evaluation had both accountability and learning objectives with equal priority given to both objectives. The main stakeholders and users of the evaluation are the WFP Lebanon CO, the WFP Middle East Northern Africa and Eastern Europe Regional Office (MENAEEERO) and the WFP Office to the EU, Brussels. External stakeholders expected to benefit from evaluation findings include the MoSA and EU Delegation (EUD) to Lebanon. Rights holders, including women and other vulnerable groups, are potential users of the evaluation.
5. The evaluation used a pragmatic theory-based approach using mixed methods, combining secondary quantitative and primary qualitative data. Data sources included desk review, key informant interviews (KII), focus group discussions (FGDs) and observation - allowing for systematic triangulation of evidence through different data sources and data collection methods. A total of 208 people were reached through FGDs and 45 through KIIs.
6. The scope of the evaluation was as follows:
  - **Temporal:** The entire project implementation period.
  - **Geographic:** All project implementation locations, at national level.
  - **Programmatic:** All four project components,<sup>4</sup> including direct and technical assistance (TA).

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<sup>1</sup> UNHRC. [UNHCR Lebanon at a glance](#). Accessed 25 May 2025.

<sup>2</sup> IPC Acute Food Insecurity Analysis April 2025 - October 2025 Published on 21 May 2025

<sup>3</sup> Lebanon Poverty and Equity Assessment 2024 : Weathering a Protracted Crisis (English). Washington, D.C. : World Bank Group.

<sup>4</sup> Component 1 – providing cash assistance to the poorest and most vulnerable Lebanese and Syrian refugees; Component 2 - technical assistance support provided to the Ministry of Social Affairs (MoSA); Component 3

Following inception consultations, components 3 and 4 were de-prioritized from primary data collection.

## Key findings

### Relevance

7. The unconditional cash assistance was highly relevant for vulnerable Lebanese and Syrian refugees facing multiple compounding crises. The project offered recipients maximum flexibility to address their most urgent and basic needs. Providing cash assistance aligned with the SMEB gap based on Economic Capacity to Meet Essential Needs (ECMEN) was appropriate. However, hindering factors including inflation and currency fluctuations meant this was never fully achieved. According to UNRWA reporting, the PRS/L component of the project was highly relevant in addressing basic needs in the short-term.

8. MPC design was well informed through rigorous and frequent assessments and analysis facilitating adjustments to targeting and selection processes based on multiple targeting models. The outdated NPTP targeting criteria, not established by WFP, hindered adaptation to contextual changes throughout the project's duration.

9. Although no gender or protection-specific objectives were included in the project, age and gender analysis were systematically integrated in several ways. Disaggregation of data by gender, age and nationality was systematic.

10. The TA component of the project was critical and relevant in that it ensured capacity and systems strengthening at central and local levels. However, there was no initial capacity assessment.

### Effectiveness

11. Despite intense efforts, the project was unable to consistently cover the SMEB as intended though assistance remained critically important for vulnerable populations. Recipients described MPC and NPTP assistance as a lifeline. However, significant fluctuations in the share of basic needs it covered and for the NPTP the frequency of assistance since integration with the Emergency Social Safet Net (ESSN) in 2024 affected project outcomes. WFP made regular adjustments to transfer values (TV). Introduction of a dual currency option was effective in ensuring that purchasing power was more effectively maintained. NPTP recipients were provided with a non-food top up starting in May 2021 to offset negative impacts of the economic crisis.

12. TA objectives were primarily achieved. The extension of the contract ensured the embedding of TA and increased the ability to achieve positive and sustainable outcomes. Key successes included the establishment of NPTP governance structures; creation of a beneficiary tracking report; establishing a functioning grievance redress mechanism (GRM); and capacity strengthening at central and local levels of MoSA. NPTP integration with the ESSN, potentially contributed to a disconnect between MoSA central and local levels, leading to questions about the longer-term effectiveness of local level capacity strengthening. WFP interviewees highlighted that MoSA plans to further strengthen Social Development Centres (SDCs) at local level.

13. Lack of country-level ownership and prevailing political sensitivities limited achievement of Communications and Visibility (C&V) campaign objectives. Despite this, some objectives were achieved in 2022 and 2023 before the pragmatic decision to suspend the campaign.

### Efficiency

14. The joint Lebanon One Unified System for E-cards (LOUISE) delivery mechanism system ensured the efficient delivery of cash assistance to WFP and United Nations High Commissioner for Refugees (UNHCR) beneficiaries as well as MoSA NPTP beneficiaries. The redemption process was efficient, particularly following

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- support to Palestinian refugees from Syria and in Lebanon (PRS/L) through UNRWA; and Component 4 - the developed communication campaign (C&V) for the EU funding.

adjustments made including increasing and diversifying redemption points and staggering the transfer loading to reduce overcrowding at redemption points. Keeping beneficiaries informed of transfer dates and amounts via SMS worked well.

15. Despite some initial delays, all TA outputs were achieved within the extended project timeframe. The creation of a call centre improved efficiency by streamlining safety net feedback and complaints within MoSA. However, NPTP beneficiaries preferred the previous approach of directly engaging primarily with social workers. Furthermore, the call centre and hotline options required payment rather than being tollfree; tollfree was not a programming option as these numbers are restricted under Lebanese law for emergency numbers (e.g. the police, civil authorities).

16. The MADAD project was highly cost-efficient in delivering cash transfers – despite major economic instability, including fluctuating exchange rates during project implementation – partly as a result of the adoption of an effective Humanitarian Exchange Rate (HER) as of April 2021 and dual currency redemption later on that year for the NPTP and in May 2023 for the MPC.

### **Impact**

17. The MADAD project averted immediate destitution and enabled recipients to cover essential costs, at least in the short-term. The timing of this evaluation coincided with a reduction in the number of MPC beneficiaries and some former NPTP beneficiaries no longer receiving support. Beneficiaries were constantly concerned about exclusion from the programme, leading to widespread anxiety.

18. The lack of clarity in targeting approaches generated mistrust among both MPC and NPTP beneficiaries; this fuelled discontent towards the state authorities for NPTP beneficiaries and also within communities, between those receiving assistance and those not. The MPC targeting model was deemed effective, but due to its complexity it has been challenging to communicate the approach with communities. WFP took action to prevent/mitigate protection issues following up on the few protection issues raised by beneficiaries at redemption points.

### **Coherence**

19. Lebanon's ongoing political instability and a series of crises made it difficult to ensure complementarity with other actors. Despite this, the NPTP was well aligned with the National Social Protection Strategy and efforts were made to ensure alignment between the NPTP and ESSN, which was particularly important due to their integration. The role played by WFP-trained social workers and the establishment of the MoSA GRM provide a clear indication of MADAD's coherence beyond the project's lifetime.

20. While there were no explicit linkages between WFP's other interventions towards vulnerable Lebanese and Syrian refugees, there was complementarity, particularly through WFP's continued service provision for the ESSN and the CO's livelihoods and school meals programmes.

### **Sustainability**

21. The TA provided by WFP was critical for training social workers and establishing a functioning GRM. However, lack of connection between MoSA's central and local levels potentially limits sustainability.

22. Stakeholders were cautiously optimistic about the Government's commitment to the creation of fiscal space to fund ongoing social protection programming, the foundations for which have been supported through the project. Political will is apparent but staffing, capacity and funding gaps potentially hinder sustainability.

### **Conclusions**

23. **Relevance:** Frequent and rigorous assessment and analysis for the MPC and NPTP components led to adaptations in the targeting model and a reduction in inclusion and exclusion errors. However, while the unconditional and unrestricted nature of assistance was relevant in design, external constraints limited the relevance of the eventual delivery of assistance, especially economic volatility and outdated NPTP targeting criteria, not established by WFP. The TA component was relevant despite a lack of initial capacity assessment.

24. **Effectiveness:** The effectiveness of programmatic components varied. WFP's continual adaptations to ensure project effectiveness highlights WFP's responsiveness and adaptability in a highly volatile context,



providing an essential lifeline to vulnerable populations and securing foundations for a functioning social protection programme. While adjustments helped maintain effectiveness of cash components, persistent gaps between assistance and needs underscore structural challenges in delivering predictable and adequate support in the absence of broader systemic and economic stability. The effectiveness of TA was similarly challenged by structural gaps and changes outside of WFP's control. The effectiveness of the C&V campaign was much more limited with a lack of country-level ownership and political sensitivities ultimately leading to the decision to suspend the campaign.

25. **Efficiency:** The project took advantage of joint delivery mechanisms and adaptations to enhance efficiencies, and improve transparency of cash assistance, ensuring high-cost efficiency of transfer delivery. However, adaptations such as the MoSA call centre faced mixed reception due to accessibility and user preference issues.

26. **Impact:** While the project had a positive impact for beneficiaries, ensuring short-term essential needs were met, lack of clarity in relation to targeting approaches for both caseloads was an issue of concern. Erosion of trust towards state authorities and rising community tensions could overshadow the household-level impacts of the programme. On a more positive note, WFP was able to take appropriate action when protection issues were identified and took actions to not further fuel tensions between Lebanese and Syrian populations.

27. **Coherence:** Coherence was made more challenging in the context of Lebanon's ongoing political instability and multiple external shocks. Despite this, there were some successes in strategic alignment with national systems and programming of other development actors. Internally, despite an absence of explicit linkages with WFP's other interventions, parallel service provision ensured a level of complementarity.

28. **Sustainability:** Programme investments, particularly TA, laid important groundwork for the sustainability of Lebanon's social protection system. Strengthened institutional capacity and operationalising a GRM support long-term functionality. However, sustainability remains fragile due to weak linkages between MoSA's central and local levels and questionability capacity to maintain the scale of these efforts, which would require funding and more systemic approaches to fill identified gaps.

### Recommendations (summarised)

29. Summarised recommendations, derived from the conclusions which flow from the evaluation findings, are presented below. Full recommendations are included the body of the report.

**1 (Operations):** WFP Lebanon should prioritize unconditional and unrestricted cash transfers to address short-term essential needs of vulnerable populations. These transfers should be aligned with the [S]MEB gap based on ECMEN and reviewed regularly to ensure continued alignment. To improve socio-economic outcomes in the long term, cash assistance should be linked to complementary activities or services, such as programmes providing productive assets or training. This aligns with Pillar 1 of the NSPS for Lebanese citizens, as suggested in the Management Response to the Joint Action DE.

**2 (GEDSI):** Where resources are available, collaboration with specialised agencies to provide gender-related, protection and disability inclusion training and capacity strengthening to project partners should continue to be part of WFP's programming and project planning WFP should continue implementing the recommendations from the 2023 Gender Study<sup>5</sup>. Where SDCs benefit from this training, this is in line with Pillar 4 of the NSPS.

**3 (Targeting):** WFP should prioritize the application of multiple models, such as used in MPC, including in Lebanon's social protection programming with accompanying technical assistance to the government

<sup>5</sup> UNWOMEN & WFP 2023 Gender and Social Inclusion Analysis of the national Poverty Targeting programme in Lebanon <https://lebanon.unwomen.org/en/digital-library/publications/2023/12/gender-and-social-inclusion-analysis-of-the-national-poverty-targeting-programme-in-lebanon> (Accessed 16/02/25)

to support application. Building trust with communities is crucial to alleviate beneficiary concerns about exclusion from assistance and understand selection processes. This applies to both Lebanese citizens and refugees.

**4 (TA):** WFP globally should consider developing tailored guidance on strengthening social safety nets building on operational experience and learning such as from the WFP Lebanon Country Office. Guidance should include providing TA to strengthen government capacity in countries with fragmented social protection programs with realistic timeframes established and documented in a joint Plan of Action and MoU. TA processes should start with a consultation to identify governance gaps and a joint plan of action with authorities documented in an MoU.

**5 (Capacity strengthening):** WFP should engage with the Lebanon Government to strengthen the connection between MoSA at central and field levels, particularly in relation to GRM, to maintain capacity strengthening under MADAD. This could involve vertical integration between central and field/SDC levels, expanding GRM services, strengthening verification and M&E data collection activities, and standardizing updates on issues like eligibility.

# 1. Introduction

1. This report presents the final evaluation of the World Food Programme (WFP) European Union (EU) MADAD Project: “Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian Refugees” funded through MADAD TF-MADAD/2019/T04.153 and implemented from February 2019 to February 2025. This decentralized evaluation was commissioned by WFP Lebanon and conducted in line with the Terms of Reference (Annex 1). This report represents the final part of an evaluation process that began in February 2025 with an inception phase (until April 2025).

2. The MADAD project supports the most vulnerable Syrian refugees, Lebanese participating in the National Poverty Targeting Programme (NPTP) and Palestinian refugees from Syria (PRS) and Palestinian Refugees in Lebanon (PRL) and strengthens the institutional capacity of the Ministry of Social Affairs (MoSA) through technical assistance (TA).

## 1.1. Evaluation features

3. The purpose of the evaluation is to provide an independent assessment of the EU MADAD project to inform operational and strategic decision-making for both WFP and the EU.

4. The evaluation was conducted as part of the contractual obligations between WFP and the EU. It aims to address the dual and mutually reinforcing objectives of accountability and learning which were equally prioritised in the analysis with gender treated as a cross-cutting objective:

- **Accountability:** Assess and report on the performance and results of the multi-purpose cash (MPC) component of the EU MADAD for Syrian refugees, the TA support provided to the MoSA, the support to PRS/L through the United Nations Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA), and the developed communication & visibility (C&V) campaign.
- **Learning:** Assess whether the implementation of the EU MADAD project unfolded as planned for MPC recipients, exploring reasons why intended results occurred or did not occur and whether there were any unintended results (positive or negative). For former NPTP recipients, the evaluation built on existing evaluation findings and assessed NPTP recipient experience since the integration of the NPTP with other safety nets.

5. The main stakeholders and users of the evaluation are WFP Country Office (CO) in Lebanon, WFP Middle East Northern Africa and Eastern Europe Regional Office (MENAEERO) and WFP Office to the EU Union, Brussels. Evaluation findings will also be of interest for MoSA to contribute to priorities and national policy and system strengthening as well as the EU Delegation to Lebanon. Rights holders, including women, persons with disabilities, children and elderly beneficiaries, will also be potential users of the evaluation. Findings will be disseminated, and lessons will be incorporated into relevant lesson-sharing systems.

6. The scope of this evaluation can be summarized as follows:

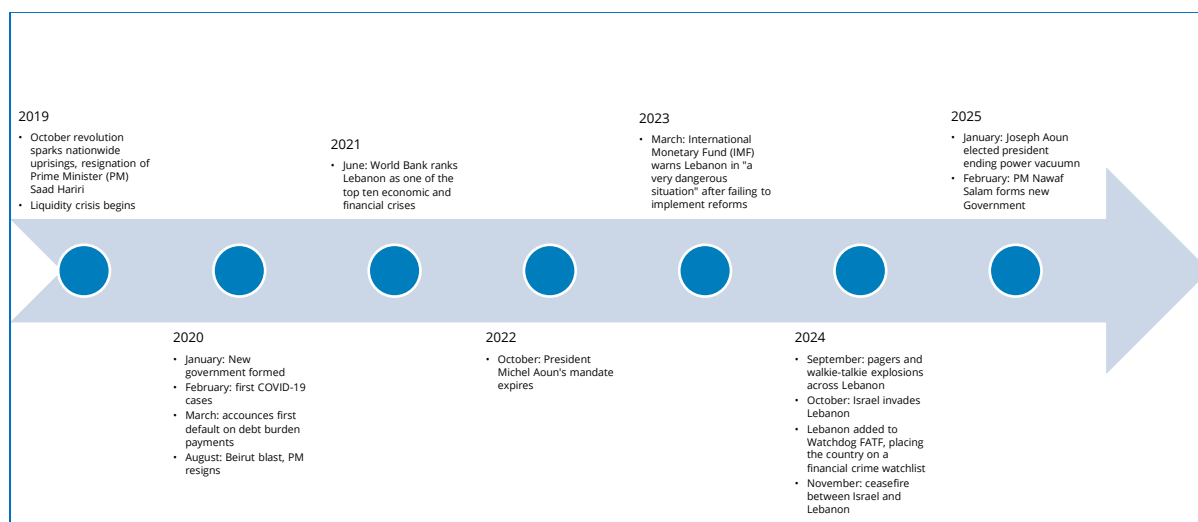
- **Temporal scope:** the evaluation focused on the project implementation timeframe, from February 2019 to February 2025.
- **Geographic scope:** the evaluation covered all the project implementation locations at national level.
- **Programmatic scope:** the evaluation covered all four project components, including direct assistance and TA components. As a result of inception consultations, components 3 (support to PRS/L) and 4 (C&V campaign) were de-prioritized from primary data collection

7. The evaluation was conducted by The KonTerra Group with an evaluation team (ET) comprising four members (three women, one man) and both international and national team members. Data collection was conducted in May 2025 through in-person and remote methods (see Evaluation Timeline, Annex 2 and Field work agenda, Annex 3).

## 1.2. Context

8. Lebanon is a Middle Eastern country bordered by Syria and the Occupied Palestinian Territories with a population of approximately 5.8 million.<sup>6</sup> The country hosts over 1.5 million Syrian refugees<sup>7</sup> and over 200,000 Palestine refugees.<sup>8</sup> Lebanon's economic and financial situation is dire, facing years of political instability and multiple shocks, including the rise of global food prices due to the Ukraine war. Over the course of the MADAD project's lifetime, Lebanon has grappled with a deep economic and financial crisis and high rates of inflation which significantly increased the cost of living. This has been compounded by political instability, the COVID-19 pandemic, the Beirut port blast, and the re-ignition of conflict with Israel. These multiple crises have impacted the country but particularly the most vulnerable households (HHs) in Lebanon with the cost of the Survival Minimum Expenditure Basket (SMEB) continually rising in price, eroding their purchasing power. After a prolonged political vacuum, a new functional government is in place since 8 February 2025. A timeline of key events during the evaluation period is shown in Figure 1.

**Figure 1 : Timeline of key contextual events**



Source: Various, compiled by ET.

9. **Migration and humanitarian protection:** Lebanon hosts the largest number of refugees per capita in the world (mostly Syrians) and large numbers of migrant workers.<sup>9</sup> Refugees face higher levels of protection risks and decreasing ability to safely access support services, including those provided by WFP and the formal labour market.<sup>10</sup> Syrian refugees in Lebanon face significant barriers to formal employment, including complex and costly work permit processes, restrictions on eligible sectors and the maximum number of working hours. Meeting basic needs is a challenge for the vast majority (90 percent) of Syrian refugees and a growing number of Palestinian refugees.<sup>11,12</sup> Tensions between host and migrant/refugee populations have increased with the economic deterioration.<sup>13</sup>

10. After the withdrawal of most Israeli troops from South Lebanon, almost one million Internally

<sup>6</sup> World Bank Data. Accessed 24 May 2025.

<sup>7</sup> UNHRC. [UNHCR Lebanon at a glance](#). Accessed 25 May 2025.

<sup>8</sup> IPC Acute Food Insecurity Analysis April 2025 - October 2025 Published on 21 May 2025

<sup>9</sup> IOM. 2024. Migrant presence monitoring August 2024.

<sup>10</sup> See, for example, Evaluation of the UNHCR/WFP Joint Action for Multipurpose Cash Assistance in Lebanon (2019–2021)

<sup>11</sup> UNHCR. 2024. Lebanon-Needs at a glance.

<sup>12</sup> WFP. 2021. Annex I – Description of the action: Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees TF-MADAD/2019/T04.153

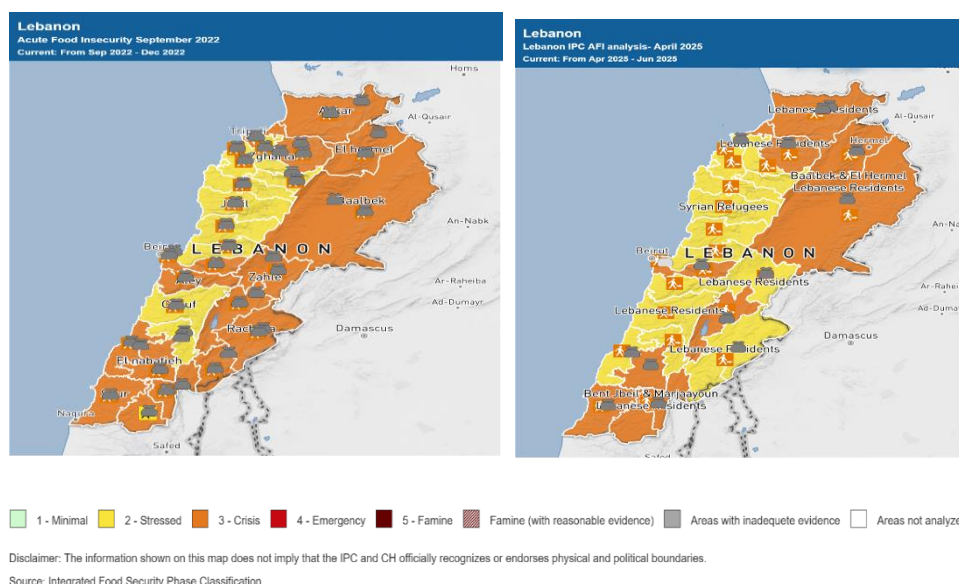
<sup>13</sup> Mixed Migration Center. 2024. Lebanon's escalating conflict: what are the displacement and migration consequences?

Displaced People (IDPs) returned home in April 2025. At the same time, Lebanon registered new arrivals of Syrian refugees in Akkar and North governorates<sup>14</sup>.

11. The fragmented and underfunded social protection system, along with a humanitarian response that reaches only a small proportion of those in need, has been unable to meet the humanitarian needs of affected populations.<sup>15</sup> Funding shortages have forced WFP to reduce cash assistance to Syrian refugees and conflict-affected Lebanese since February 2025.<sup>16</sup>

12. **Education:** School enrolment data from 2021 showed that 88 percent of pupils enrolled in the first shift of public schools were Lebanese, followed by 9 percent Syrian and 3 percent Palestinian and others. Data from December 2023 registered a total of 27 percent children out of school, 7 percent of which were Lebanese and 40 percent Syrian. Financial costs represent an important barrier to education; 15 percent of children in families receiving NPTF have never been enrolled into school, half of them (50 percent) for economic reasons.<sup>17</sup>

13. **Food security and poverty:** The prolonged crises and conflict have resulted in 21 percent of the population currently facing acute food insecurity. Figure 2 shows that the situation has improved since 2022, with a smaller percentage of population experiencing food security stress, crisis or emergency as defined by Phase 2, 3 and 4 of the Integrated Food Security Phase Classification (IPC).<sup>18</sup> As of the second quarter of 2025, food insecurity is higher among Syrian refugees (37 percent of refugee population) and Palestinian refugees (30 percent of total Palestinian refugee population), compared to host populations (15 percent).<sup>19</sup> Female-headed households (FHHs), particularly Syrian refugees or non-working heads, face higher food insecurity. Male-headed households (MHH) show a slightly higher tendency to resort to emergency strategies, such as illegal income activities.<sup>20</sup>



**Figure 2 : Food security outlook – Comparison between September-December 2022 and April-June 2025**

Source: Integrated Food Security Phase Classification (IPC) Analysis September-December 2022 and July-October 2025

14. Malnutrition remains a significant issue, with rates rising in line with diminished access to basic

<sup>14</sup> WFP Lebanon Emergency Response: External Situation Report 19 - 07 April 2025

<sup>15</sup> ARI, NRC and Oxfam. 2024. [Lebanon's Social Protection System Suffers Amidst the Current War: Urgent Action Needed!](#)

<sup>16</sup> WFP Lebanon Emergency Response: External Situation Report 19 - 07 April 2025

<sup>17</sup> ERICC Working Paper, Mapping of Education data systems in Lebanon, September 2024

<sup>18</sup> IPC. 2025. Lebanon: [IPC Acute Food Insecurity Analysis April-June 2025](#) and [IPC Acute Food Insecurity Analysis September-December 2022](#)

<sup>19</sup> IPC. 2025. Lebanon: [IPC Acute Food Insecurity Analysis April-June 2025](#).

<sup>20</sup> IPC. 2025. Lebanon: [IPC Acute Food Insecurity Analysis October 2024-March 2025](#).

needs including food, water and healthcare. Women, infants and adolescents are particularly at risk.<sup>21</sup> Lebanon's Integrated Micronutrient, Anthropometry and Child Development Survey (LIMA) highlighted increases in chronic malnutrition from 2022 to 2024 with significant differences by nationality (Table 1).<sup>22</sup> Children of Syrian refugees have the highest rates of both stunting and wasting of all groups measured.

**Table 1: Nutrition indicators (children under 5)**

	National					
		Lebanese	Syrian	Palestinian	Boys	Girls
Stunting	14%	9.2%	18.7%	1.9%	17.2%	10.3%
Wasting	1.3%	0.7%	1.9%	0.0%	1.2%	1.5%
Overweight or obese	4.4%	6.8%	2.0%	14.1%	3.9%	4.9%

Source: Ministry of Public Health, UNICEF-Lebanon, American University of Beirut, Mercy USA, World Food Programme, Harvard T.H. Chan School of Public Health, and GroundWork. Integrated Micronutrient, Anthropometry and Child Development Survey 2023. Beirut, Lebanon; 2024.

15. Poverty has more than tripled over the last decade in the 5 (out of 8) governorates with available data, rising from 12 percent in 2012 to 44 percent in 2022.<sup>23</sup> The poorest households are more exposed to future shocks, tending to reduce food, education, skills and healthcare investments.<sup>24</sup> In particular, ongoing inflationary pressures have significantly increased the cost of living, particularly for the most vulnerable households in Lebanon<sup>25</sup> across all nationality groups (Palestinian and Syrian refugees and vulnerable Lebanese).

16. **International assistance:** The MADAD project falls within the scope of the 2023-2025 United Nations Sustainable Development Cooperation Framework (UNSDCF). Its implementation spanned WFP's previous and current Country Strategic Plan (CSP).

17. WFP was the largest recipient of humanitarian funding in Lebanon, receiving 22.3 percent of funds in 2024.<sup>26</sup> The MPC component under MADAD provided assistance to 66,749 households/390,268 individuals between 2019 and 2025, 17 percent of WFP's total individuals assisted with MPC in this time period. The MADAD NPTP component assisted 59,339 households/333,816 individuals during the same period, 21 percent of the total NPTP caseload. Overall, WFP supports 18.6 percent of the total MPC and NPTP caseloads combined<sup>27</sup> with MoSA and the Presidency of the Council of Ministers (PCM) also supporting the NPTP beneficiaries.

18. The United States President's executive order 14169 signed on January 20, 2025, freezing all American foreign aid through the State Department and the United States Agency for International Development (USAID), is having a significant impact on the funding landscape, forcing WFP to reduce planned assistance.<sup>28</sup> The United States of America (USA) was Lebanon's largest humanitarian donor, providing 30.3

<sup>21</sup> UNICEF. [UNICEF initiative tackles rising malnutrition in Lebanon](#). Accessed 25 May 2025.

<sup>22</sup> Ministry of Public Health, UNICEF-Lebanon, American University of Beirut, Mercy USA, World Food Programme, Harvard T.H. Chan School of Public Health, and GroundWork. Integrated Micronutrient, Anthropometry and Child Development Survey 2023. Beirut, Lebanon; 2024.

<sup>23</sup> Covering Akkar, Beirut, Bekaa, North Lebanon and most of Mount Lebanon. The World Bank. 2024. [Lebanon Poverty and Equity Assessment: Weathering a Protracted Crisis](#).

<sup>24</sup> WFP. 2021. Annex I – Description of the action: Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees TF-MADAD/2019/T04.153

<sup>25</sup> "Yearly general inflation stood at 35 percent in August 2024 and yearly food inflation at 21 percent exerting further pressure on households. " Terms of Reference for the Evaluation of the EU MADAD Project: "Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees - February 2019 - February 2025

<sup>26</sup> OCHA. [Financial tracking services: Lebanon 2024](#). Accessed 25 February 2025.

<sup>27</sup> Source: Data provided by WFP

<sup>28</sup> Ibid



percent of funding in 2024.<sup>29</sup>

19. **Gender, equity and inclusion:** Lebanon ranks 133<sup>rd</sup> out of 146 countries included in the 2024 World Economic Forum's (WEF) Gender Gap Report<sup>30</sup>. Gender gap index scores are driven by low rates of political empowerment (142<sup>nd</sup>) and economic participation and opportunity (122<sup>nd</sup>) contrasted by higher scores for health and survival (67<sup>th</sup>) and educational attainment (111<sup>th</sup>). Despite those results, gender equality has been prioritised in the Government's development agenda, notably through the National Strategy for Women in Lebanon 2022-2030<sup>31</sup> and being signatory to international accords including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).<sup>32</sup>

20. While Lebanon has ratified the Convention on the Rights of Persons with Disabilities (PwDs), their access to social protection, humanitarian assistance and employment remains limited.<sup>33</sup> The deteriorating health, economic and social conditions has a disproportionate effect on women,<sup>34</sup> the elderly and PwDs<sup>35</sup> who incur higher health and medical provision expenses.<sup>36</sup> Based on data from 2023, 23 percent of Lebanese, 3 percent of migrant, 32 percent of PRLs and 32 percent of displaced Syrian households have at least one member with a disability.<sup>37</sup> No gender disaggregated data is available on PwDs. There are high proportions of households with the additional vulnerability of being headed by women; For NPTP – 61 percent were MHHs and 31 percent were FHHs (8 percent unclear)<sup>38</sup> and for MPC households 26 percent were FHH.<sup>39</sup> 23 percent of FHH are severely food insecure, compared to 13 percent of MHH, indicating gender disparities in food security.<sup>40</sup> FHH bear added financial pressures,<sup>41</sup> frequently putting children's food needs first.<sup>42</sup> Older individuals (60+ years) show higher food insecurity levels compared to middle-aged groups<sup>43</sup> and elderly women "struggle with nutrition and often prioritize younger family members' needs over their own, facing health-related dietary restrictions."<sup>44</sup>

21. **National policies and Sustainable Development Goals (SDG):** Progress towards SDGs in Lebanon is worsening or limited for most indicators with worsening outcomes for SDG2 (zero hunger) and stagnating progress on SDG17 (partnerships). Despite specific policies and implementation plans, the longstanding

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<sup>29</sup> OCHA. [Financial tracking services: Lebanon 2024](#). Accessed 25 February 2025.

<sup>30</sup> Global Gender Gap Report 2024. World Economic Forum. June 2024. [https://www3.weforum.org/docs/WEF\\_GGGR\\_2024.pdf](https://www3.weforum.org/docs/WEF_GGGR_2024.pdf)

<sup>31</sup> National Commission for Lebanese Women. 2023. National Strategy for Women in Lebanon 2022-2030.

<sup>32</sup> Ratified in 1995 with reservations

<sup>33</sup> International Labour Organization (ILO). 2023. Living with disabilities in Lebanon: A snapshot assessment of basic needs, social protection and employment gap.

<sup>34</sup> UNWOMEN & WFP 2023 Gender and Social Inclusion Analysis of the national Poverty Targeting programme in Lebanon <https://lebanon.unwomen.org/en/digital-library/publications/2023/12/gender-and-social-inclusion-analysis-of-the-national-poverty-targeting-programme-in-lebanon> Accessed 16/02/25

<sup>35</sup> The Lebanese Center for Policy Studies. 2024. [Status Review of Disability Rights in Lebanon](#). Accessed 24 February 2025.

<sup>36</sup> WFP. 2023. Disability inclusion survey results.

<sup>37</sup> The Impact of Lebanon's Crisis on Persons with Disabilities: Protection Risks, Cross-Sectoral Response and Recommendations, Inter-Agency Coordination, Lebanon, 2023

<sup>38</sup> WFP & UNWOMEN 2023 Gender and Social Inclusion Analysis of the national Poverty Targeting programme in Lebanon <https://lebanon.unwomen.org/en/digital-library/publications/2023/12/gender-and-social-inclusion-analysis-of-the-national-poverty-targeting-programme-in-lebanon> Accessed 15/05/25

<sup>39</sup> WFP 2025 Gender Age Marker - Lebanon CO Unconditional assistance to crisis affected people in Lebanon, including refugees LB02.01.011.URT1

<sup>40</sup> WFP 2025 Gender Age Marker - Lebanon CO Unconditional assistance to crisis affected people in Lebanon, including refugees LB02.01.011.URT1

<sup>41</sup> WFP 2025 Gender Age Marker - Lebanon CO Unconditional assistance to crisis affected people in Lebanon, including refugees LB02.01.011.URT1

<sup>42</sup> WFP 2025 Gender Age Marker - Lebanon CO Unconditional assistance to crisis affected people in Lebanon, including refugees LB02.01.011.URT1

<sup>43</sup> WFP 2025 Gender Age Marker - Lebanon CO Unconditional assistance to crisis affected people in Lebanon, including refugees LB02.01.011.URT1

<sup>44</sup> WFP 2025 Gender Age Marker - Lebanon CO Unconditional assistance to crisis affected people in Lebanon, including refugees LB02.01.011.URT1

political vacuum has undermined the elaboration of a joint and integrated sustainable development plan.<sup>45</sup>

22. Established in 2011 and implemented by MoSA and the PCM, the NPTP was a key initiative within Lebanon's broader social protection system, designed to identify and assist citizens living in poverty. The programme increased from 5,000 households in 2014 to over 75,000 households in 2024.<sup>46</sup>

23. In response to systemic challenges in the provision of social protection, the government launched its National Social Protection Strategy (NSPS) in February 2024, encompassing four strategic goals: coverage; governance and institutional capacity; financing; and accountability and transparency.<sup>47</sup>

24. In June 2024 the NPTP was migrated into the World Bank (WB)-supported Emergency Social Safety Net Project (ESSN) due to funding issues.<sup>48</sup>

25. **WFP in Lebanon:** Since 2012, WFP has been supporting the Government of Lebanon (GoL) to respond to the Syrian refugee crisis. In 2013, WFP started to transition from providing food parcels and paper vouchers to delivering cash-based assistance through e-vouchers. Since November 2014, WFP has been supporting the food assistance component of the NPTP through e-cards.<sup>49</sup> For NPTP beneficiaries the restricted cash assistance was unrestricted from April 2021. Due to the economic crisis, an unconditional cash top-up was introduced in May 2021 to help assisted families cover other basic or non-food needs and in September that year, the NPTP assistance was dollarized (dual currency option).

26. WFP assistance is implemented country wide, largely through cash-based transfers (CBT). WFP has three sub-offices covering: (i) Bekaa, (ii) Beirut, Mount Lebanon and South, and (iii) Akkar and North.

27. Current operations are organized under the CSP for 2023-2025 balancing emergency assistance with activities to support recovery and resilience with an increasing focus on national capacity building and expanding social safety net coverage for vulnerable Lebanese. Activities are organized under five Strategic Outcomes (SOs) and six activities. WFP provides emergency response, economic crisis response, support to refugees, school meals, support to social protection, resilience and livelihoods.<sup>50</sup> Complementary activities to the MADAD project include livelihoods opportunities for vulnerable Lebanese and Syrian refugees through Food for Assets (FFA) and Food for Training (FFT) projects, school meals programmes and the Retail Engagement Strategy.

### 1.3. Subject being evaluated

28. The subject of this evaluation is the EU MADAD project "Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees". Implementation began on 13 February 2019 and was finalised on 12 February 2025 spanning both the previous CSP 2018-2022<sup>51</sup> and the current CSP 2023-2025.<sup>52</sup>

29. The overall objective of the MADAD project was "Increased economic resilience of the most vulnerable Lebanese and Syrian refugees in Lebanon". Specific Objective 1 and Outcome 1 of the project is: "Vulnerable Syrian refugee and Lebanese households are able to meet their needs through direct transfers." The project results framework includes a number of indicators through which WFP has continued to measure achievement against objectives from the start of the project.<sup>53</sup>

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<sup>45</sup> UNSDCF Lebanon 2023-2025.

<sup>46</sup> World Bank Blogs. 2025. Lebanon: Lessons from social protection delivery systems during the pandemic.

<sup>47</sup> National Social Protection Strategy for Lebanon, 2023.

<sup>48</sup> World Bank Blogs. 2025. Lebanon: Lessons from social protection delivery systems during the pandemic.

<sup>49</sup> The NPTP was Lebanon's first targeted social safety net programme assisting Lebanese living in poverty. It was formally launched in 2011 with MoSA and the PCM as leading implementers.

<sup>50</sup> WFP. [Lebanon](#). Accessed 25 February 2025.

<sup>51</sup> "Lebanon country strategic plan (2018-2022)" (WFP/EB.A/2017/8-A/2). Approved June 2017.

<sup>52</sup> "Lebanon country strategic plan (2023-2025)" (WFP/EB.2/2022/7-A/8). Approved November 2022.

<sup>53</sup> See Annex X for an update of the level of achievement of SO1 indicators to the end of 2024. Data was extracted from the MADAD QIN reports from Q1 2024 to Q4 2024.

30. **Project components:** The project aims to increase the resilience of the most economically vulnerable host communities and refugees in Lebanon and consists of four main components as presented in Table 2.

**Table 2: MADAD project components**

Component (inclusion in CSP)	Objective	Transfer modality
<b>Component 1: Providing direct assistance to the poorest and most vulnerable Lebanese and Syrian refugees.</b>		
<b>Sub-component 1.1</b> – MPC for Syrians	Support food and other essential needs.	Monthly transfers through the Lebanon One Unified System for E-cards (LOUISE) platform
<b>Sub-component 1.2</b> – Cash assistance for Lebanese under the NPTP	Support per capita food needs through NPTP.	Monthly transfers through the LOUISE platform
<b>Sub-component 1.3</b> – Emergency Assistance to Vulnerable Lebanese HH via the NPTP	Alleviate the negative impacts of the crises and disaster	Transfers through the LOUISE platform
<b>Component 2: Technical assistance to build capacity and strengthen national systems in implementing safety nets.</b>		
<b>Sub-Component 2.1</b> – Support to strategy, policy and planning	Enhance MoSA capacity to implement national social assistance programmes	Direct technical assistance to NPTP teams and project managers at MoSA and PCM
<b>Sub-Component 2.2</b> – Support to implementation	Ensure an efficient and effective implementation of the NPTP and lay the foundations for a future sustainable social safety nets delivery,	Support enhancements to the Grievance Redress Mechanism (GRM).
<b>Component 3: Providing direct assistance to the poorest and most vulnerable PRS/PRLs</b>		
WFP cash transfers to UNRWA	Financial support covering 50 percent of total cash for food needs when funding available	UNRWA Financial Service Providers (FSPs)
<b>Component 4: Communication and visibility campaign</b>		
Development of a communication campaign for this EU funding.		

31. **Component 1:** Component 1 provided predictable monthly assistance for Syrian refugees through WFP's MPC for Essential Needs, consisting of monthly assistance to cover per capita food needs and top up cash transfer to cover non-food needs for the family as a whole. In light of the depreciation of the Lebanese Pound (LBP) and the changes in the LBP to USD exchange rate between August 2018 and November 2023, the original transfer values were regularly reviewed. The reviews are done considering the market price of SMEB items and in coordination with United Nations High Commissioner for Refugees (UNHCR) for top-up cash transfer to cover non-food needs. Over the duration of the project, transfer values fluctuated. They were highest between February 2019 and March 2020 (USD 27 per person for food with no capping and USD 173.50 non-food top up per HH) and lowest in August 2021 (USD 5.89 per person FOR food and USD 23.53 non-food top up per HH).

32. MPC targeting was based on an econometric model developed jointly with UNHCR using data from the annual Vulnerability Assessment of Syrian Refugees (VASyR) exercise which was ultimately adjusted to take account of the Multidimensional Deprivation Index (MDDI). Recipient households were selected based on a bottom-up approach with a list of those living below the minimum expenditure basket (MEB) with prioritisation given to those below the SMEB. Vulnerability and geographical targeting criteria were then added to try and reduce inclusion and exclusion errors. In November 2021 a household capping was introduced meaning the assistance was calculated on a household size of maximum six persons. In January 2023 the capping was tightened to a maximum household of five persons.

33. The NPTP is implemented by the MoSA and the PCM. Since 2014, WFP has been supporting the food assistance component of the NPTP through the implementation of cash transfers, technical assistance to strengthen institutional capacity, and advocacy with donors to ensure sustainability of funding. Vulnerable Lebanese receive monthly assistance to cover per capita food needs through the NPTP. The LBP transfer value for NPTP beneficiaries was raised in October 2020 to counteract currency depreciation – from LBP 40,500 to LBP 100,000. An LBP 200,000 household top-up was introduced in May 2021.

34. In September 2021, NPTP assistance was both dollarized and increased in value to USD 15 per person per month with a USD 25 household top-up. Then, in April 2022, the transfer value was increased to USD 20 per person per month, while the household top-up transfer value remained at USD 25 to align with the new ESSN programme. The NPTP assistance is redeemable through the LOUISE platform at ATMs/Money Transfer Operators (MTOs) and/or shops that are part of the WFP contracted shops network. NPTP household capping has remained at a maximum of six persons per household throughout the MADAD project.

35. **Component 2:** Technical assistance focused on (1) building technical capacity at MoSA and PCM for policy analysis to support the Government's dialogue on targeting systems, links with other programmes, roles and tasks of Social Development Centres (SDCs); (2) building information systems to support and track implementation; (3) developing operational guidelines to standardise implementation across SDCs; (4) data collection for verification, monitoring and evaluation (M&E); and (5) staff training.

36. **Component 3:** MADAD provided cash-based support to PRS and to PRLs through the UNRWA. PRL beneficiaries received a one-off transfer of USD 40. The value of transfer was 50 percent of the SMEB for PRS (who received two rounds of USD 75), calculated monthly and aligned with the assistance WFP provided to other population groups. Due to the increase in number of PRS in Lebanon during the implementation period, combined with UNRWA's blanket coverage of cash assistance for PRS, a higher number of PRS than PRL were targeted. Component 3 was excluded from primary data collection based on the de-prioritisation of this component agreed at inception due to non-availability of UNRWA programme staff.

37. **Component 4:** The aim of the C&V campaign was to create and reinforce awareness of the plight of vulnerable Lebanese families and Syrian refugees, while showcasing the positive impact of EU-funded assistance provided by WFP to those in need in Lebanon. The communication campaign was suspended in July 2024 with funds reabsorbed into the Contract Agreement budget due to decreased EU engagement and unclear campaign direction, a result of political sensitivities in Lebanon and Europe and the EU's challenging relationship with the GoL.<sup>54</sup>

38. **Beneficiaries:** The MADAD project reached a total of 724,084 individuals from 2019-2023, during which period the MADAD budget was fully absorbed. Of these, 390,268 individuals (54 percent of the MADAD caseload) were supported with MPC (Syrian refugees) and 333,816 (46 percent) with NPTP cash assistance (Lebanese host populations). According to data provided by WFP, 3 percent of each of the MADAD-funded MPC and NPTP cohorts were PwDs between 2019 and 2020, and 4 percent in 2021 and 2022.

39. The MADAD project did not include annual targets of planned transfers for the period of implementation, only targets for the end of the project in 2025. The absence of planned annual beneficiary targets limits the possibility to draw comparisons and explanations for this evaluation.

40. **MPC grant beneficiaries:** MADAD-funded MPC supported the highest number of Syrian individuals in 2021 (166,398 individuals; 43 percent of the total individuals assisted with MPC by WFP)<sup>55</sup> and in 2022 (148,855 individuals; 38 percent of total MPC caseload) (Figure 3). In 2024, the final year of the project, no MADAD funds were used to provide MPC to Syrian refugees. Over the project timeframe, 52 percent (201,375

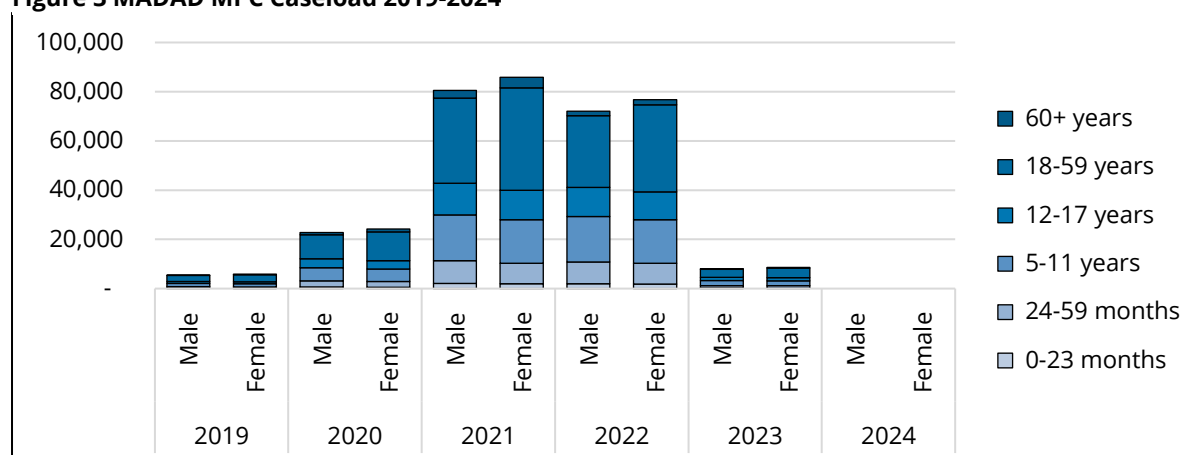
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<sup>54</sup> Martinez, J. 'MADAD EUTF Agreement no. TF/2019/TO4.153 funding utilization and budget revision' [memorandum], 12 August 2024.

<sup>55</sup> This paragraph discusses only the percentage of refugees supported by MPC under the MADAD programme. It does not relate to overall beneficiary caseload under the refugee response.

individuals) of the MPC beneficiaries were women and 48 percent (188,893 individuals) were men. A significant proportion of the MPC caseload were under the age of 18 (52 percent; 201,081 individuals) and 4 percent (14,416) were over the age of 60.

**Figure 3 MADAD MPC Caseload 2019-2024**



Source: WFP Lebanon CO

41. Between 2019 and 2021, WFP increased both the value of the MPC grants distributed to households and the number of households supported with CBT under MADAD. From 2022, levels of support rapidly declined and stopped in 2024 due to the termination of funds (Table 3).

**Table 3: Total MPC beneficiaries (Syrians refugees)**

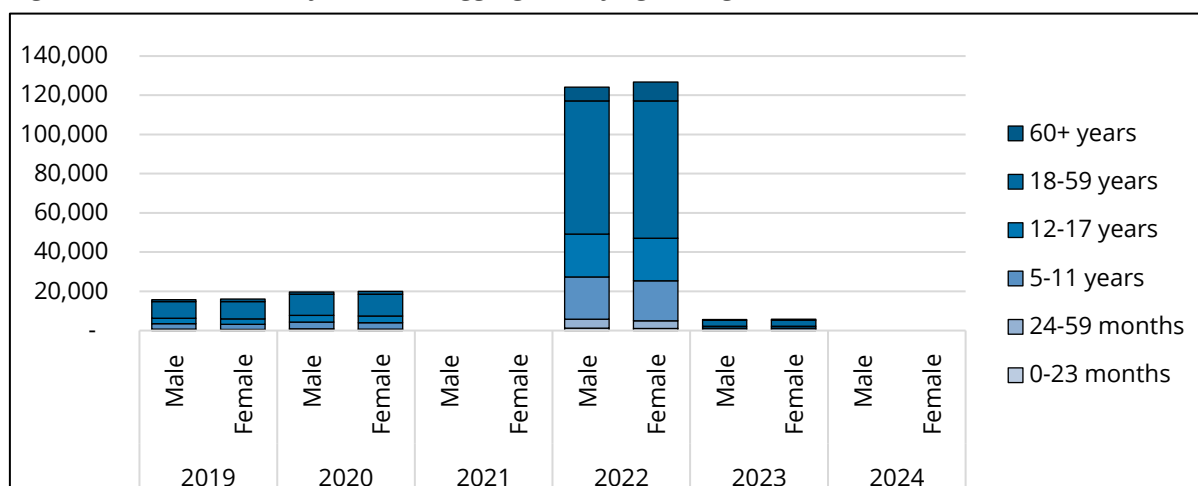
Year	Total CBT value charged to MADAD	No. HH attributable to MADAD	No. Individuals attributable to MADAD
2019	7,619,070	1,861	11,449
2020	19,829,186	6,731	46,970
2021	36,762,660	32,664	166,398
2022	33,954,567	22,483	148,855
2023	3,497,038	3,010	16,596
2024	Not available	Not available	Not available
2025	Not available	Not available	Not available

Source: WFP Evaluation Manager (EM)

42. **NPTP beneficiaries:** The majority (75 percent) of the total MADAD-supported NPTP beneficiaries were provided with NPTP cash assistance in 2022 (250,902 individuals) (Figure 4). In 2021 and in 2024, no MADAD funds were used to provide NPTP to vulnerable Lebanese households.<sup>56</sup> Over the project timeframe, 50 percent (168,577 individuals) of the NPTP beneficiaries were women and 50 percent (165,239 individuals) were men. A large proportion (38 percent) (128,185 individuals) were under the age of 18, with fewer (7 percent; 22,032 individuals) over the age of 60. Most (55 percent) were between 18 and 59 years old.

<sup>56</sup> Funding from other donors saw the total number of individuals supported by the NPTP reach 217,301 (Source: WFP Evaluation Manager)

**Figure 4: NPTP beneficiary count, disaggregated by age and gender, 2019-2023**



Source: WFP Lebanon CO

43. NPTP beneficiary numbers were particularly high in 2022 (Table 4). No beneficiaries were supported through MADAD funding in 2021, though coverage was achieved through other donors.

**Table 4: Total NPTP beneficiaries**

Year	Total CBT value planned	Total CBT value charged to MADAD	Total HH planned	No. HH attributable to MADAD	No. Individuals attributable to MADAD
2019		10,633,386		5,556	31,780
2020		8,870,311		6,914	39,685
2021		0		0	0
2022		55,720,503		44,806	250,902
2023		2,968,118		2,063	11,449
2024		Not available		Not available	Not available
Jan-25		Not available	75,000	Not available	Not available

Source: WFP Evaluation Manager (EM)

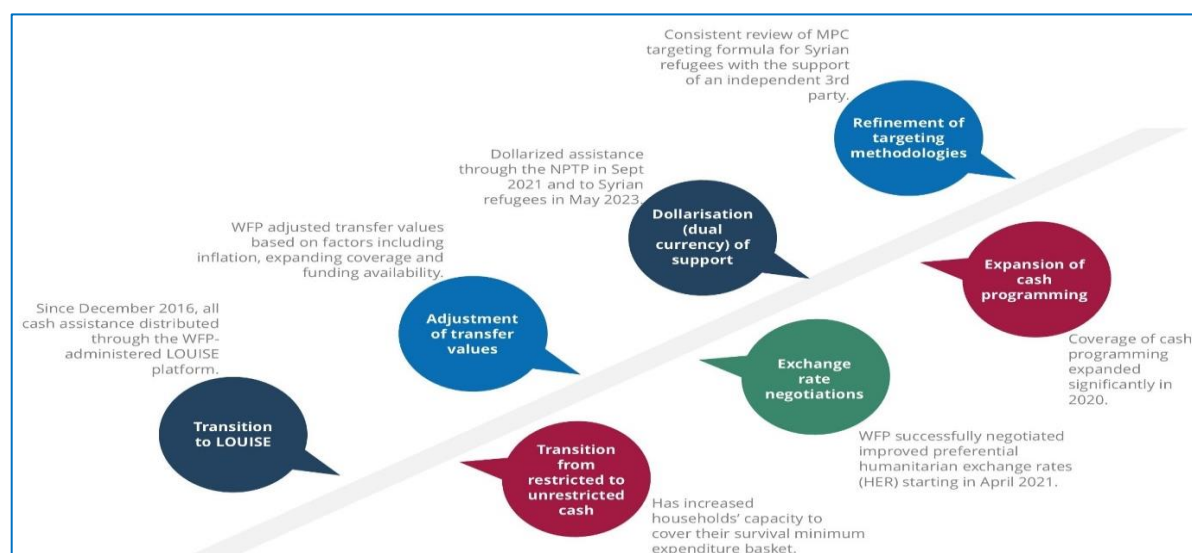
44. **PRS/L beneficiaries:** A total of 45,676 PRL and PRS received cash assistance between 15 February and 15 August 2022. 15,575 PRL received one-off cash assistance of USD 40. In the first round of cash assistance to PRS, 26,769 vulnerable PRS were assisted with USD 75 and 30,101 were assisted with the same amount in a second round.

45. **Geographic locations:** MADAD activities are implemented across all eight governorates of Lebanon (map in Annex 4), with the highest concentrations of beneficiaries in the North (Akkar and Baalbek-EI Hermet).

46. **Evolution of cash transfer activities:** WFP's cash transfer activities in Lebanon have evolved significantly based on a continuous process of learning and adapting including through recommendations of previous evaluations, reviews and assessments (Figure 5).



**Figure 5: Summary of adaptations to WFP cash transfer programming**



Source: Evaluation team based on document review and interviews

47. **Main partners:** For the NPTP TA and cash distribution activities, the main partners are MoSA and the PCM. The main partner for MPC for Syrians is UNHCR with a key focus on targeting methodologies and approaches. Cooperating partners for the MPC include the Lebanese Red Cross (LRC), SHEILD, Caritas, Mercy USA and World Vision International (WVI). The main partner for the provision of cash assistance to PRS/L was UNRWA. Partners are responsible for validation monitoring, card distribution and monitoring activities such as process and outcome monitoring.

48. **Budget:** The MADAD project is funded by the EU and had an initial budget of 48 million EURO. Annex 12 includes the annual planned versus actual budgets. No data was available annually by project component. MADAD went through two budget revisions (BRs) in 2020 and 2021 (Table 5) to cover an emergency scale up of cash assistance to support the poorest Lebanese households (first amendment) and to include the passing through of funds to UNRWA to provide emergency cash assistance to PRS/L (second amendment). The total final budget of € 176.2 million was fully expensed.

**Table 5: Summary of budget revisions**

Date	Budget	Source
12 February 2019	48 000 000 EUR	European Union Contribution Agreement
18 September 2020	151 200 000 EUR	Addendum no. 1 to Contribution Agreement
27 October 2021	176 200 000 EUR	Addendum no. 2 to Contribution Agreement





Source: Evaluation Team

49. **GEWE and protection:** The MADAD project received a Gender and Age Marker (GaM) score of four. Data are systematically disaggregated by gender, age (18-59 and 60+) and nationality and by disability status through the Washington Group Module. Households headed by women and including a family member with

a disability were a selection criterion for beneficiaries for the NPTP programme.<sup>57</sup>

50. The project has no gender-specific or protection specific objectives. However, specific actions to improve gender and disability inclusion were identified during the evaluation.

**Table 6: GEWE and protection in MADAD interventions**

GEWE and protection considerations	
	Gender-related variables were successfully included in the calibration of the 2023 targeting formula. <sup>58</sup>
	Profile analysis (Gender and Specific Needs) successfully conducted on the initial caseload in October 2023 - and presented to the Basic Assistance Working Group (BAWG) in November 2023 <sup>59</sup>
	In 2022, WFP appointed a gender advisor to focus on improvements in inclusion of women in the of project <sup>60</sup>
	Collaboration with UN Women has been beneficial in including gender analysis in the VASyR and sensitizing government social workers and improving preparedness in dealing with gender-related issues during data collection. <sup>61</sup>

Source: Evaluation team using different sources of information (included in footnotes).

51. **Theory of Change (ToC):** The MADAD project design was informed by consultations with the government, donors and development partners. No Theory of Change (ToC) was developed at design stage.<sup>62</sup> Two ToCs were subsequently created through the UNHCR/WFP Evaluation of the Joint Action for MPC in Lebanon (covering sub-component 1.1) and the Evaluation of the NPTP in Lebanon January 2019 – August 2024 (covering sub-component 1.2, 1.3 and component 2). During the evaluation's inception phase the ET reconstructed a comprehensive ToC covering the three project components, building on these two ToCs alongside the MADAD results framework to develop a simple ToC which is available in Annex 5.

52. The main outcomes intended to be reached through the MADAD project are: (i) meeting the needs of the vulnerable Syrian refugees and Lebanese households through direct transfers and (ii) improving capacities of government agencies to implement social protection programmes.

53. **Other relevant evaluations:** Two evaluations covering MADAD activities were recently conducted, with each having created an activity ToC as part of the evaluation. Recommendations from the Joint Action DE resulted in some adjustments to the MPC component. Where relevant, these findings are incorporated into this evaluation.

- [Evaluation of the UNHCR/WFP Joint Action for Multipurpose Cash Assistance in Lebanon \(2019–2021\)](#) - covering MADAD sub-component 1.1 (February 2023).
- Evaluation of the NPTP in Lebanon January 2019-August 2024- covering MADAD sub-component 1.2, 1.3 and component 2. This evaluation just finalized, and the management response is yet to come.

<sup>57</sup> WFP. 2024. Inception report for the “Evaluation of NPTP in Lebanon from Jan 2019 to June 2024” (Report DE/LBCO/2023/009).

<sup>58</sup> WFP. N.d. Management Response Follow up from WFP and UNCHR Country Offices to the management response actions based on the recommendations of the decentralized evaluation of the UNHCR/WFP Joint Action For Multipurpose Cash Assistance in Lebanon (2019-2021) in Lebanon

<sup>59</sup> WFP. N.d. Management Response Follow up from WFP and UNCHR Country Offices to the management response actions based on the recommendations of the decentralized evaluation of the UNHCR/WFP Joint Action For Multipurpose Cash Assistance in Lebanon (2019-2021) in Lebanon

<sup>60</sup> WFP. 2022. Evaluation of the UNHCR/WFP Joint Action for Multipurpose Cash Assistance in Lebanon (2019–2021).

<sup>61</sup> WFP. 2025. Evaluation of the NPTP in Lebanon January 2019-August 2024 (draft version).

<sup>62</sup> In the absence of a ToC at design stage, it is understood that the project's implementation, monitoring and evaluation processes were guided by WFP's CSP and monitoring data from WFP's implementation of MPC and NPTP transfers which preceded the MADAD project timeframe.

## 1.4. Evaluation methodology, limitations and ethical considerations

54. **Evaluability assessment:** During the inception phase, the ET conducted a rapid evaluability assessment using available WFP data and based on inception phase discussions. The main evaluability challenges identified were: (i) significant data gaps covering the C&V campaign and PRS/PRL component; (ii) limited or unknown availability/demand of some key stakeholders; (iii) the unpredictable security situation and (iv) lack of baseline and qualitative indicators covering TA for the NPTP. As a result, the evaluation scope, questions and methods were adjusted from the ToR. The primary adjustments were: (i) the evaluation focused primarily on Specific Objective/Outcome 1 and 2 with a reduced focus on the C&V campaign and PRS/L components; (ii) evaluation resources were redirected to increase qualitative data collection to inform TA findings; and (iii) the evaluation maintained a flexible approach to data collection, depending on the security situation and the availability of financial and logistical resources.

55. The evaluation is structured around six main evaluation questions (EQs) and twelve sub-questions (Table 7), defined in the evaluation ToR and revised during the inception phase. The EQs are organised according to the Organization for Economic Cooperation and Development's Development Assistance Committee (OECD-DAC) criteria of relevance, effectiveness, efficiency, impact, coherence and sustainability. No particular criteria were prioritised. A gender equality and inclusion lens were incorporated across all EQs, particularly relevance and effectiveness.

**Table 7: Final evaluation questions and sub questions**

<b>Relevance</b>
<b>EQ1: How relevant was the MADAD project to the needs of the target population? (Relevance &amp; Appropriateness)</b>
1.1 How relevant and appropriate have the different cash components of the MADAD project been (MPC to vulnerable Syrian refugees and Lebanese NPTP beneficiaries, emergency support to NPTP beneficiaries, and support to PRS/PRLs) and how appropriate to the different needs of the different beneficiaries (women, men, girls, boys, people with disabilities, older people)
1.2 How relevant and appropriate has the technical assistance to MoSA/NPTP been?
1.3 To what extent did the MADAD project adapt to the evolving humanitarian needs of the target populations, particularly in light of the multiple compounding crises (refugees, COVID-19, Beirut port explosion, economic collapse, escalation of armed conflict)?
<b>Effectiveness</b>
<b>EQ2: How effective was the MADAD project in meeting its objectives?</b>
2.1 Did the cash assistance provided to vulnerable Lebanese and Syrian refugees adequately meet their basic needs? Were the outcomes different between men and women-headed households?
2.2 To what extent has the technical assistance component of MADAD achieved its intended objectives? How effective were the capacity building initiatives in strengthening the institutional resilience and improving MoSA's operational efficiency?
2.3 What were the key achievements of the communication campaign underlying the MADAD project and what factors influenced these?
<b>Efficiency</b>
<b>EQ3: How efficient was the design and implementation of the MADAD project? (Efficiency)</b>
3.1 How efficient was the delivery of cash assistance (including issuance, validation, redemption, and feedback and delivery mechanisms) to vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?
3.2 To what extent were TA outputs delivered within the intended timeframe?
<b>Impact</b>
<b>EQ4: How impactful was the MADAD project on strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees</b>
4.1 Did the MADAD project have any positive or negative, intended or unintended, impacts on the social, and economic well-being of the beneficiaries? If so, was there any difference among different beneficiary groups? Did the project have any positive or negative impact on the communities, specifically on social stability and intra and inter communal dynamics and relationships?

<b>Coherence</b>
<b>EQ5: How coherent was the MADAD project with the national emergency and social protection frameworks and policies?</b>
5.1 To what extent has the MADAD project been coordinated/interacting with the other programmes targeted at refugees and vulnerable Lebanese within WFP's portfolio?
5.2 How well has the MADAD project aligned with the broader humanitarian response framework in Lebanon, including emergency assistance, the social protection landscape, the National Social Protection Strategy, and the humanitarian-development-peace nexus in Lebanon?
<b>Sustainability</b>
<b>EQ6: How sustainable are the activities funded through the MADAD project?</b>
6.1 To what extent does the Government of Lebanon have the capacity/willingness to continue shock responsive social protection (SRSP) beyond MADAD support?

56. The evaluation questions form the overarching analytical framework for the evaluation. They have been disaggregated into indicators in a detailed **evaluation matrix** available in Annex 6. The matrix then formed the basis for the data collection and analysis processes and traces a path from question to answer, providing sources of information and data collection methods. All tools and methodologies are based on the evaluation matrix.

57. The evaluation follows a **pragmatic theory-based approach**. The reconstructed ToC served as the guiding framework for the team to assess whether and how the project achieved intended objectives (Annex 5). Utilising contribution analysis, the ToC provides the basis for testing the validity of causal relationships, enabling the team to identify potential gaps in project logic or unintended outcomes as a result of project activities. This approach ensures alignment with stakeholder perspectives while enhancing the relevance and robustness of the findings.

58. The evaluation used a **mixed methods approach** combining secondary quantitative and primary qualitative data (from desk review, key informant interviews (KIs), focus group discussions (FGDs) and observations) allowing for systematic triangulation of evidence through different data sources, data analysis and data collection methods. The data was consolidated into an evidence matrix organized by criteria to synthesize and validate findings across information sources. The data collection and analysis have been participatory and gender responsive. The methodology was agreed with the WFP CO during the inception phase, after which no modifications were made. More information on the methodology can be found in Annex 7.

59. The ET carried out **gender and age-differentiated analysis** where data was available. The evaluation approaches and assessment of results were guided by the application of the UN system-wide Action Plan (SWAP) Evaluation Performance Indicator and the WFP Technical Notes on the Integration of Disability Inclusion and the Integration of Gender in Evaluation. The sampling methodology sought to reflect the views of men, women, the elderly, youth and PwDs where possible, based on information and resources available, and deployed tested practical strategies to ensure the voices of marginalized groups were heard within group fora. The CO provided the ET with gender disaggregated monitoring data which has been presented in this report.

60. **Data collection methods:** The evaluation team used three main data collection methods to answer the EQs. These methods cover the diversity of stakeholders and activities involved in the MADAD project. The ET systematically explored unanticipated effects through all data collection methods. A summary of tools and their purpose is provided in Table 8. Data collection tools are available in Annex 8 and more detailed information on the sample size is in Annex 9.

**Table 8: Summary of data collection tools and purpose**

Tool	Stakeholders	Geographic scope	Purpose	Sample size
<b>Desk</b>	All	n/a	Get an understanding of the project, track numbers and reconstruct its evolution.	n/a

<b>review<sup>63</sup></b>				
<b>Key Informant Interviews (KIIs)<sup>64</sup></b>	WFP staff Donors (inc. EU) Other UN Agencies (inc. World Bank) MoSA Staff CPs SDC Staff Local Authorities Syrian Community Leaders MTO/ Banque Libano-Française (BLF)	In-person in Beirut, Akkar, Saida/Sarafand and Zahle/Riyah and remotely	Hear views from individuals with in-depth knowledge of the programme and its implementation.	45
<b>Focus Group Discussions (FGDs)<sup>65</sup></b>	MPC Beneficiaries, NPTP Beneficiaries, MoSA social workers	Akkar, Saida and Zahle sites	Capture the collective experiences of direct assistance beneficiaries, MoSA social workers and SDC staff.	208

61. **Sampling:** For components 1 and 2, the sampling strategy was purposive to ensure representativeness of selected participants and locations. The sampling approach ensured inclusion of men, women and elderly or youth including PwDs. Primary considerations for participant selection included:

- **Information richness:** are the respondents sufficiently familiar with WFP's activities, results achieved, and the evolving context?
- **Accessibility:** can the ET access the stakeholders?
- **Gender:** does the mix of stakeholders represent gender diversity?
- **Age and Disability:** does the mix of stakeholders include PwDs or their representative organisations as well as youth or elderly beneficiaries?
- **Diversity:** Does the mix of stakeholders represent the diversity of national and sub-national stakeholders?

62. The number of interviews with MoSA and PCM staff and Syrian community leaders had to be reduced because of access challenges. The same happened with the number of interviews with local authorities due to upcoming elections. FGDs with SDC staff were replaced by KIIs due to their limited presence in some locations. Despite these limitations, the ET considers that data was sufficient to respond to the EQs and ensure robust evaluation findings.

63. Components 3 and 4 were deprioritised during the inception phase, so there was no primary data collection from PRS/PRLs, and the C&V campaign was evaluated through secondary data analysis. The main reason for this de-prioritisation was the absence of available staff who were present during the implementation of these components combined with the fact that the key focus of the project was on components 1 and 2. There was sufficient secondary data available to respond to the EQs which covered these elements.

64. **Analysis:** The evaluation team used a manual structured format to map findings against evaluation questions. Quantitative and qualitative data sources each had their own analytical approaches, summarised as follows:

- Quantitative data analysis relied primarily on reported summary statistics in secondary sources, underlying datasets were generally not available to the team preventing further primary analysis by the team. Where underlying data was provided, data analysis methods include linear least squares regressions with robust standard errors.

<sup>63</sup> List of documents reviewed is provided in Annex 9

<sup>64</sup> Key informants' overview is provided in **Error! Reference source not found.**

<sup>65</sup> FGD overview is provided in **Error! Reference source not found.**

- Qualitative data analysis relied on thematic analysis<sup>66</sup> using an iterative process, organizing data according to key themes and findings in relation to the EQs. An analytical matrix/spreadsheet was used to summarise the data from multiple sources and identify patterns to be triangulated with different data sources.

65. During the data collection period, the ET scheduled a number of working sessions to go through the data collected and ensure completeness and relevance. It was also the opportunity to compare observations and start identifying trends and to triangulate findings.

66. **Triangulation** was a vital tool for validating and analysing findings to ensure quality and avoid bias. Triangulation included a) source triangulation – comparing information from different sources; b) method triangulation – comparing information collected by different methods; c) using the evaluation matrix – data from different sources assisted in identifying key findings, conclusions, and results; and d) team member triangulation – involving more than one evaluator to assess the same issues. For the latter, regular team sessions were organized during the data collection period, to allow information sharing between national team members conducting in-person data and international team members involved remotely. These sessions were also used for data analysis and to ensure recurrent patterns identified individually would be clustered. Qualitative and quantitative data were triangulated in the analysis of each topic and combined in the presentation of evidence and findings in this evaluation report. A preliminary findings presentation was delivered to the Evaluation Reference Group (ERG) a few days after the finalization of data collection to gather stakeholders' reactions and validate the findings.

67. **Quality assurance (QA) and ethical issues:** WFP decentralized evaluations must conform to WFP and UNEG ethical standards and norms. The ET was responsible for safeguarding and ensuring ethics during the conduct of the evaluation. This included, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

68. Data collection utilized an inclusive and participatory methodology to ensure that the voices of the most vulnerable and marginalized populations were integrated into the evaluation. Sampling aimed at reflecting the views of men, women, elderly and youth, including PwDs where possible. During data analysis, the ET ensured that the perceptions and priorities of women, men and PwDs were represented in the findings. Gender, equity and wider inclusion issues were considered in findings, conclusions and recommendations including exploration of unanticipated effects.

69. A thorough internal review of evaluation products was conducted by KonTerra QA advisor to ensure the Decentralized Evaluation Quality Assurance System (DEQAS) quality standards were met before submission to WFP. The EM also monitored the quality of all products submitted and appropriate responses to comments. WFP conducted its own QA processes, both internal (from EM, Regional Evaluation Officer (REO) and the Evaluation Reference Group) and external (DE support service).

70. The **limitations and mitigation strategies** applied during the evaluation are described in Annex 10. The ET successfully utilised the mitigation measures identified as part of the evaluability exercise described above (see paragraph 54), ensuring the evaluation was feasible to conduct. Overall, the ET managed to mitigate all the limitations associated with the evaluative exercise, through anticipation, close communication with WFP, guidance to respondents and adapted methodology.

## 2. Evaluation findings

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<sup>66</sup> Better Evaluation Knowledge. [Thematic Analysis](#).



## 2.1 EQ 1 – How relevant was the MADAD project to the needs of the target population (relevance and appropriateness)

**Summary of key relevance findings:** Evaluation interviews and FGDs found that the cash provision and technical assistance provided through the MADAD project was highly relevant. The MADAD project design was based on a sound assessment of the situation of the most vulnerable populations and included an explicit engagement strategy for affected populations including marginalised groups. Documentation of gender, disability and community level situation and needs analysis ensured the project was able to provide targeted support. The intention to provide transfers equivalent to the SMEB gap based on Economic Capacity to Meet Essential Needs (ECMEN) was appropriate given the high level of need, but, ultimately, multiple hindering external factors such as inflation and currency fluctuations made it impossible. Despite not being able to provide the intended level of support, beneficiaries and staff (WFP, MoSA and cooperating partners) still confirmed high levels of satisfaction with the project.

Evaluation interviews and documentary review confirmed the relevance of the TA for MoSA in terms of capacity and systems strengthening at both central and at local levels.

### 2.1.1 EQ 1.1 How relevant and appropriate have the different cash components of the MADAD project been for vulnerable Syrian refugees and Lebanese NPTP beneficiaries, emergency support to the NPTP beneficiaries and support to PRS/PRLs and how appropriate to the different needs of the different beneficiaries (women, men, girls, boys, people with disabilities, older people)?

**Finding 1:** The cash component of the MADAD project was highly relevant to the needs of Syrian refugees and vulnerable Lebanese in a context of sharp deterioration of socio-economic conditions and compounding crises throughout the project's timeframe. Unconditional and unrestricted cash assistance gave beneficiaries maximum flexibility in addressing their most urgent needs in the way they deemed most appropriate.

71. Lebanese NPTP and Syrian MPC FGD participants unanimously stated that the MADAD cash assistance was extremely relevant to their needs which they said increased exponentially as a result of the economic and financial crises unfolding as of 2019, combined with the COVID-19 pandemic, the recent escalation of conflict, and other compounding crises. Many expressed their heartfelt thanks to WFP for the assistance.

*"... [the MPC has been] a lifeline in the midst of unprecedented storms."*

FGD with MPC beneficiaries

72. Unrestricted cash transfers consistently stood out as the most appreciated form of assistance in FGDs. All MPC and NPTP respondents found the unrestricted cash modality most suitable, as they explained it gave them 'maximum flexibility' to choose which most urgent needs to cover.<sup>67</sup> FGD participants gave differing feedback on how they prioritized the use of the assistance. MPC recipients highlighted that food, rent and healthcare were priorities<sup>68</sup> with respondents in Saida stating that the cash was primarily used for rent. Many NPTP and MPC respondents aged over 50 said they used the assistance mainly for essential health expenses.

73. These qualitative findings are supported by quantitative data analysis. WFP process monitoring data between October 2022 and December 2024<sup>69</sup> shows a statistically significant difference in satisfaction levels, with MPC recipient's reporting significantly higher satisfaction (satisfaction average of 6.6 on a scale of 10)

<sup>67</sup> For NPTP recipients an unconditional cash top-up was introduced in May 2021 to help assisted families cover other basic or non-food needs. Since September 2021, NPTP assistance was further unrestricted and could be redeemed at ATMs in USD or at WFP contracted shops. (Source: WFP, Oct 2021 "Annex I – Description of the action: Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees" TF-MADAD/2019/T04.153" and "WFP Lebanon Social Protection Factsheet – July 2022")

<sup>68</sup> The JA Evaluation found food as the top priority, followed by rent.

<sup>69</sup> Process monitoring data made available by the WFP Lebanon CO covered the period from October 2022 – December 2024 for MPC recipients and October 2022 – June 2024 for NPTP recipients.

compared to food e-card beneficiaries' satisfaction in the food assistance (satisfaction average of 6.1).<sup>70</sup> FGD participants indicated that the food e-card assistance was less appreciated overall as it did not provide as much flexibility as unrestricted cash transfers.

74. MPC FGD participants also appreciated that the unrestricted nature of the assistance allowed them where to spend assistance, as they knew the cheapest shops located near their areas of residence. These shops were preferred to WFP-contracted shops, which described as typically more expensive and less local or accessible often necessitating paying for transportation to/from the shops. Several reported fears that shops would sell items more expensively to Syrians and at times sell expired food, given the hostile sentiment towards Syrian refugees prevailing in Lebanon.

**Finding 2:** Although WFP implemented activities aimed at helping households to build resilience, beneficiaries and other stakeholders questioned why livelihoods programming had not been integrated within the MADAD cash assistance programme as they perceived that this had hindered the potential for them to graduate out of poverty.

75. Although the unrestricted cash assistance was deemed to be highly relevant and appropriate by both MPC and NPTP recipients, several SDC social workers and coordinators, as well as some NPTP and MPC FGD participants, wished greater support had been provided to promote beneficiaries' resilience – such as specialised vocational training or small grant programmes. This sentiment was also echoed by WFP, MoSA and Cooperating Partner (CP) staff. A small number of men NPTP recipients specified that the amounts received were wholly insufficient to allow for investment in income-generating assets or livelihoods opportunities, which engendered a feeling of dependency which made them uncomfortable. Ultimately, this feedback from varied stakeholders highlights the significant expectations with regard to the type of assistance that WFP (and MoSA) were able to provide – expectations which were beyond what the project set out to achieve as reflected in the project's results framework, namely that basic needs are met.

76. The annual VASyR<sup>71</sup> exercise was critical in ensuring the regular and continuous documentation of vulnerability data, including in relation to gender, age and disability. The VASyR has been key to the design and implementation of the MPC component of the project. The data gathered, combined with data collected through multiple different channels such as the GRM, outcome monitoring, project-sponsored FGDs and the WFP call centre<sup>72</sup> has facilitated WFP's ability to include marginalised groups in project implementation by including vulnerability variables into targeting models, ensuring the relevance of the project across diverse populations.

**Finding 3:** The project had no gender-specific or protection specific objectives. However, gender sensitive approaches have been incorporated into the MPC and NPTP in different ways. MPC targeting, based on different disaggregated data collection and feedback mechanisms, has ensured the inclusion of FHH and other potentially vulnerable groups. WFP has had limited (if any) influence on NPTP targeting but training social workers in protection from sexual exploitation and abuse (PSEA) and gender-based violence (GBV) has resulted in raised awareness of these risks.

77. WFP staff interviewed explained gender sensitivity had been streamlined across the MPC through the targeting approach whereby priority has been given to FHH, among others. MADAD beneficiary data provides some evidence of this, with 21 percent more women than men aged between 18 and 59 (79,191 men vs 95,580 women) receiving MADAD-funded MPC support, as opposed to only 7 percent difference overall (188,893 men vs 201,375 women).

78. Strategies and approaches to ensuring the inclusion of marginalised groups in the NPTP were less apparent, primarily because beneficiary selection processes were out of WFP's control, combined with the fact that, although regular process and outcome monitoring was undertaken, there was a lack of monitoring and analysis capacity within MoSA and PCM. As highlighted in the 2024 NPTP DE and raised by social workers

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<sup>70</sup> P-value = 0.012, indicating that the observed difference in the averages is unlikely due to random variation.

<sup>71</sup> The VASyR is jointly managed by UNHCR and WFP.

<sup>72</sup> The WFP call centre was created in July 2021. Prior to that WFP and UNHCR ran a joint call centre.

and in FGDs for this evaluation, the rigid and opaque selection process for the NPTP, which only allowed for the inclusion of people registered in 2019, has risked excluding newly vulnerable households.

79. MADAD beneficiary data suggests the NPTP did not prioritise FHH to the same extent as the MPC, with 3 percent more women than men aged between 18 and 59 (90,464 men vs 93,135 women) receiving MADAD-funded NPTP support, as opposed to 21 percent more women of that age receiving MADAD-funded MPC. The large-scale 2024 recertification exercise undertaken to assess the eligibility of NPTP households for cash assistance post-integration with the ESSN was, although outside the scope of MADAD, a significant effort towards reducing inclusion and exclusion errors for the integrated unified safety net (AMAN).

80. For the NPTP, the most notable approach to gender-sensitivity was seen through the provision of PSEA and GBV training to social workers. The social workers praised this as effective and relevant to their day-to-day work. Both women and men NPTP beneficiaries in FGDs found the attitude of women and men social workers who had visited them at home 'excellent', and 'highly respectful.' WFP CO staff suggested SDC social workers – extensively supported by MADAD – embodied role models of effective and empowered women in the workplace.

*"My work involves significant responsibilities in serving my community. (...) Men and women reach out to me to inquire about the assistance that makes a difference in their lives."*

-FGD with social workers

81. At beneficiary level, several MPC and NPTP women FGD participants stated that their husbands or other male relatives had control over the cash cards, and several said they had limited decision-making power over the use of the assistance. Several cited cases of women's illiteracy, and limited access to phones, which result in women lacking crucial information about the assistance.

82. All monitoring data (process, outcome and VASyR among other datasets) has systematically been disaggregated by WFP by gender, thereby providing insights on the issues faced by women. WFP process monitoring data between September 2023 and October 2024 shows that, among the recipients who redeemed the assistance at an ATM, only 22 percent were women, and at MTOs only 30 percent were women on average. The higher percentage among the latter is partly explained by MTOs being perceived by women (and men) as less crowded than ATMs.

83. Efforts were made to ensure women could access feedback and support mechanisms with gender-mixed WFP field teams helping ensure that women were comfortable seeking support (for example with regard to asking questions about the cash assistance).

**Finding 4:** UNRWA reporting on Component 3 highlighted the relevance of the assistance at least within the short term. The assistance was considered a lifeline, but its short-term nature was only able to maintain, as opposed to improve, recipients' food security levels and ability to meet essential needs.

84. Project documentation highlights that PRS/PRLs faced an unprecedented basic needs and health crisis during the project timeframe (15 February 2022 – 15 August 2022).<sup>73</sup> According to UNRWA, the multiple crises faced by Lebanon exhausted PRS/PRL traditional coping strategies.

85. Between Quarter (Q)1 and Q3 2022 (when this component of the MADAD project was implemented), UNRWA reported that the average price of the food basket in Palestinian camps rose by 54 percent with Palestinian refugees reporting feelings of anxiety, hopelessness and fear. MADAD support, with funding channelled through WFP, complemented UNRWA's broader cash assistance programme for PRS which was partly funded through the European Union Regional Trust Fund's (EUTF) MADAD III project. In addition, the activities complemented ongoing WFP/UNRWA collaboration whereby WFP covered 50 percent of the

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<sup>73</sup> The original timeframe of the MADAD support for PRS/PRLs was 1 November 2021 – 15 April 2022. The timeframe was amended due to a delay in UNRWA receiving the project funds and the need for a minimum of six months to implement activities. (Source: Project Final Report – Strengthening Safety Nets in Lebanon to Support the Most Vulnerable Lebanese and Syrian Refugees. UNRWA)

monthly cash for food assistance for PRS (depending on funding availability).<sup>74</sup>

86. According to UNRWA reporting,<sup>75</sup> with an initial target of reaching 56,350 PRS/L, due to exchange rate losses, a reduced number (45,676) were ultimately reached (Table 9).<sup>76</sup> The assistance was targeted towards individuals with children five and under, to mitigate the additional socio-economic hardship brought about by COVID-19.

**Table 9: UNRWA cash distributions to PRS/L**

Distribution round	Amount per person	Total beneficiaries
Round 1 to PRS	USD 75	29,769
Round 2 to PRS	USD 75	30,101
One-off distribution to PRL	USD 40	15,575

87. To ensure that the most vulnerable were included, a list of elderly PRL was extracted from UNRWA's Social Safety Net Programme (SSNP) which used proxy means testing (PMT) to identify the most vulnerable. This caseload was verified through home visits by UNRWA Relief Workers. Reporting highlighted that the entire caseload of PRS was considered highly vulnerable. According to UNRWA reporting,<sup>77</sup> 54 percent of beneficiaries were women.

### 2.1.2 EQ 1.2 How relevant and appropriate has the technical assistance to MoSA/NPTP been?

**Finding 5:** There was consensus among all stakeholders that WFP's technical assistance to the GoL has been critical and relevant and ensured capacity and systems strengthening at both central and at local levels. The WFP support provided at local level to MoSA social workers and SDC staff was considered to be highly relevant in terms of capacity strengthening, particularly with regard to quality digital data collection and increased understanding and consideration of gender and protection issues.

88. Component 2 of the MADAD project covered WFP's provision of TA to build capacity and strengthen national systems in implementing safety nets, building on foundational support provided by WFP in previous years. To identify capacity building needs and gaps and agree on priority areas requiring TA, an initial workshop was held between WFP, MoSA and PCM in March 2019 at the outset of MADAD.<sup>78</sup>

89. WFP's TA to MoSA for the NPTP was, however, only formalised via a joint MoSA/WFP Memorandum of Understanding (MoU) in March 2023.<sup>79</sup> This followed the production of a due diligence study<sup>80</sup> conducted by WFP and the World Bank in close coordination with MoSA, focusing on integrating the NPTP and the ESSN into a unified social safety net. The MoU set out the four main pillars through which WFP was to provide technical assistance: (i) policy and governance (ii) programme design (iii) delivery (iv) crosscutting issues (M&E, gender, material donation and communication).

**Finding 6:** Without a documented capacity assessment or plan of action to form the basis of technical assistance covered by MADAD, the formalisation of WFP's support to MoSA in a 2023 MoU was essential in

<sup>74</sup> WFP CSP 2018 – 2021 and WFP CSP 2023 – 2025

<sup>75</sup> Project Final Report - Strengthening Safety Nets in Lebanon to Support the Most Vulnerable Lebanese and Syrian Refugees UNRWA Project Code: PQ22S07 - Reporting Period: 15<sup>th</sup> February 2022 to 15<sup>th</sup> August 2022

<sup>76</sup> Round 2 of the assistance for PRS was provided to the same beneficiaries as round one but included an additional 332 persons.

<sup>77</sup> Project Final Report - Strengthening Safety Nets In Lebanon To Support The Most Vulnerable Lebanese And Syrian Refugees - UNRWA Project Code: PQ22S07. Reporting Period: 15<sup>th</sup> February 2022 To 15<sup>th</sup> August 2022

<sup>78</sup> WFP Lebanon Interim Report to the EU Trust Fund (MADAD) -13.02.19 – 12.02.21. Initial priority areas were: (i) Monitoring and Evaluation (M&E); (ii) communication and grievance redress; and (iii) beneficiary data management systems.

<sup>79</sup> MoU between MoSA and WFP on the implementation of technical assistance for the NPTP in Lebanon in the framework of the WFP National Strategic Plan (CSP), 07/03/2023.

<sup>80</sup> Recommendations for a Strengthened and Unified Social Safety Net in Lebanon – Due Diligence Review (March 2023)

setting out expectations and clarifying the focus of WFP's technical assistance.

90. Different activities under each of these pillars were supported by the MADAD project. Formalising in detail the different activities to be supported by WFP was critical in ensuring a jointly agreed way forward through to 2025. As highlighted in the 2023 Results-oriented monitoring (ROM) report, the signing of the MoU helped to ensure that changes in government would not affect the planned TA support to MoSA.<sup>81</sup>

91. The initial 2019 workshop and subsequent MoU were vital to ensure the relevance of the TA provided by WFP. There was consensus between WFP and MoSA key informants (KIs) that the wide-ranging TA, in line with the four pillars of the 2023 MoU, ensured that every aspect required to ensure a functioning and sustainable social safety were considered.

92. Recognition by WFP and MoSA of the need to establish robust and functioning governance systems as a precondition for effective social protection programming was included under Pillar 1 of the MoU. The initial absence of a clear governance structure for the NPTP was seen by interviewees as critical gap that needed addressing to ensure clear and consistent stewardship of the programme at both strategic and operational levels.

93. WFP's support to the establishment of a Steering Committee (chaired by the EU and the MoSA Minister) and Technical Committee for the NPTP, both of which met regularly following their establishment, was considered by interviewees to be highly relevant. The bi-weekly Technical Committee meetings provided an appropriate forum for operational discussions to ensure optimal implementation, follow-up and monitoring of the programme. The existence of the Steering Committee was essential for strategic level decision-making on issues such as transfer value and scale up/down of the safety net.

94. The local level operational capacity strengthening efforts targeted towards MoSA social workers was considered by all stakeholders, including the social workers themselves, as highly relevant. It focused on the registration and verification of beneficiaries, monitoring, and gender and protection issues. Training in data collection via household visits fed into outcome monitoring, updating the process from a paper-based to a digital approach, and training on cross-cutting issues such as gender, protection and referral protocols, resulted in access to improved data on NPTP beneficiary HH and in the increased confidence of social workers to undertake their job and fulfil their role within communities.

95. As noted in the 2024 NPTP DE, and confirmed by stakeholders, WFP-supported capacity strengthening of social workers and other SDC staff was one of the NPTP's biggest strengths. Interviewees confirmed that the quality of outcome data collected by the social workers is high. Additionally, WFP's provision of incentives and transport and communication costs for social workers contributed to preserving the minimum capacity at field level to ensure the ongoing functioning of the NPTP.

**Finding 7:** There are different perspectives on the relevance of the MoSA call centre which was established with significant TA and support from WFP. At central level, the call centre is considered to be a key achievement while, at local level, former NPTP beneficiaries and MoSA social workers feel that the existence of the call centre reduced the role of social workers and negatively impacted their previous direct contact with communities.

96. Another key area of TA which central-level stakeholders primarily agreed was of significant added value was WFP's establishment of the NPTP GRM<sup>82</sup> and associated call centre, done at the request of MoSA, the call centre opened in September 2024. Building on MoSA's Grievance Redress Information System (GRIS), which was not fully functioning, WFP supported MoSA to enhance the GRIS and ensure MoSA's ability to track and address reports, feedback, and complaints from NPTP beneficiaries in a systematic manner. At central level, MoSA stakeholders saw the GRM as a key achievement, referring to it as:

*".... the gateway between the Lebanese state and the people".*

<sup>81</sup> EUTF Syria – Results Oriented Monitoring (ROM) Report-Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees - EUTF Project reference T04.153 (28/08/2023)

<sup>82</sup> Output 2.1.2 of the MADAD project results framework

97. Not all stakeholders were positive about the functioning of the GRM. At local level, SDC staff and social workers highlighted that they have felt increasingly sidelined since the call centre opened, with the role of social workers limited to that of data collection. This has resulted in social workers being unable to fully use the skills and capacity harnessed under the MADAD project. Former NPTP beneficiaries in FGDs also voiced dissatisfaction reporting that the new call centre is less effective than the WFP call centre and that they no longer have the valuable direct engagement with social workers, which has undermined the ex-post relevance of this aspect of the TA.

### Box 1: Spotlight – MoSA Social Worker

A woman social worker who has worked at the local SDC since 2014, first as a social worker and then as coordinator, explained that for her, being a social worker is a humanitarian mission to support the neediest. She derives great pride from this. She holds a master's degree in psychology and worked in counselling for three years before joining the SDC team.

She described her work alongside WFP colleagues as *'a genuine learning opportunity'*. She found the WFP Social Protection Unit (SPU) Assistant – with whom she worked closely – highly competent, and communication between them smooth and efficient. She was also impressed by the professionalism of WFP colleagues when distributing the red cards to beneficiaries.

She found the WFP trainings useful, particularly the sessions on identifying and dealing with GBV. The practice-oriented sessions gave her greater confidence in adopting the right attitude in such situations, augmenting her background in psychology. She also liked the sessions on self-care, although she wished more could have been provided.

Yet, like her other colleagues at the SDC, she feels completely sidelined since the creation of the MoSA call centre. Her team used to support people in accessing social assistance – by informing community members of their eligibility, registering new household members, updating beneficiaries' phone numbers to prevent interruptions in assistance, or investigating why an eligible beneficiary was not receiving the assistance as intended. Now, all these essential tasks are gone, she says. When facing such cases, she and her team members are now asked to say one thing: *"You have to call 1714"*. That is it. Then, people would typically contact her or her team members a few days later – including late in the evening – to complain that they have not received any reply from MoSA. Their personalised interaction with beneficiaries has suddenly been replaced by a distant system treating people like numbers.

She nonetheless remains proud of being a social worker, whose job now consists of mainly field visits. But she asks *"Why supporting us with training for several years for ultimately dropping us that way? (...) Don't they know the energy and professionalism we put into our work? (...) Aren't we the field workers of social assistance in Lebanon?"*

### 2.1.3 EQ 1.3 To what extent did the MADAD project adapt to the evolving humanitarian needs of the target populations, particularly in light of the multiple compounding crises (refugees, COVID-19, Beirut port explosion, economic collapse, escalation of armed conflict)?

**Finding 8:** Over the duration of the MADAD project, WFP made significant effort to refine and improve targeting processes. This has resulted in the implementation of a mixed targeting approach which combines geographical, categorical and proxy means testing approaches (including multidimensional poverty indicators) which has been successful in reducing inclusion and exclusion errors. The NPTP component of the project used outdated PMT criteria, which became a barrier to adaptation in response to the significant contextual changes over the duration of MADAD and the impact on vulnerable Lebanese.

98. For MPC, significant effort has been made to refine and improve targeting processes to reduce inclusion and exclusion errors. Interviews and documentation confirmed that, particularly in the first two years of the project, the annual targeting exercise was not sufficiently flexible to cover any vulnerability changes that occurred during the year.<sup>83</sup> During 2019-2020, a primarily econometric targeting approach was adopted, based on estimated per capita expenditures as a proxy for income and thus a proxy for vulnerability (sometimes referred to as PMT). However, this model was unable to sufficiently capture some critical vulnerability-related characteristics and regional variations in costs of living.

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<sup>83</sup> EUTF Syria – ROM Report 2019-2021; and Evaluation of the UNHCR/WFP Joint Action for Multipurpose Cash Assistance in Lebanon (2019-2021)



99. To overcome these weaknesses, during the 2021/2022 targeting process, different approaches were tested which resulted in a more reliable and robust targeting model combining geographical, categorical and PMT (including multi-dimensional poverty indicators). A recent impact evaluation<sup>84</sup> found that the application of different vulnerability indicators and using multiple targeting models, while also frequently reviewing indicators, was an effective way to avoid inclusion and exclusion errors.

100. A weakness of the MPC targeting approach is its complexity. This has resulted in difficulties in communicating the model, particularly to beneficiaries and non-beneficiaries. In addition, specialized staff are needed to carry out analysis of the vulnerability data.

101. In line with a recommendation from the Joint Action DE, positive gender metrics have been achieved by increasing the integration of gender and equity considerations, taking on board feedback from the GRM and monitoring data. Stakeholders confirmed that the annual re-targeting exercises were effective and ensured ongoing appropriateness, even in light of contextual fluidity.

102. As noted above, the NPTP beneficiary selection criteria were set by the GoL based on outdated poverty related PMT with limited protection, disability and gender considerations. Only central government actors had access to the weighting applied for the criteria, thus hindering the ability of WFP or other development partners to adapt targeting approaches to capture any change in beneficiary status or needs.

103. Although MoSA social workers were responsible for undertaking NPTP household surveys and data collection which were submitted to MoSA and then on to PCM for scoring before SDCs were informed of eligibility decisions, the lack of knowledge regarding eligibility weighting and the lack of involvement of any entity outside PCM in making such decisions made it impossible to fully assess the extent to which targeting approaches were adapted. This process was out of the hands of WFP.

104. Stakeholders confirmed that using outdated PMT criteria acted as a barrier to adaption based on the significant changes that have taken place over the duration of MADAD and their impact on vulnerable Lebanese.

**Finding 9:** The Shock Responsive Safety Net (SRSN) emergency support was deemed highly relevant by recipients, although limited and only partially aligned with existing needs.

105. Although not covered by MADAD, the evaluation intended to assess the experience of former NPTP recipients since the integration of the NPTP with other safety nets, including the SRSN, which was triggered in response to the escalation of conflict in the south of the country in 2024. The SRSN recipients interviewed in Saida praised the emergency support implemented in response to the intensification of conflict but insisted it was limited, as it was only delivered for between one and six months.

106. SRSN respondents perceived targeting as ‘almost random’, as they explained targeting failed to consider how households were directly or indirectly affected by the war and what external support affected households received. A WFP interviewee confirmed that initial SRSN targeting was guided by a geographic approach, prioritizing areas either severely impacted by the conflict or areas that had seen a high influx of IDPs. A WFP field office (FO) staff further explained that SRSN recipients were then selected from three pre-existing lists, namely (i) former NPTP beneficiaries not integrated into ESSN; (ii) former WFP beneficiaries previously receiving in-kind assistance; and (iii) displaced persons newly registered during the war. Adopting this targeting rationale at a time of crisis appeared rational and ensured the ability to rapidly provide much-needed assistance to those in need during the emergency (see more under EQ 6.1).

107. Households not previously supported by EU MADAD said they retrieved the cash assistance by simply showing the SMS received on their phones and the head of household’s identification. Beneficiaries found the redemption process adequate and straightforward, though a few complained of their names being misspelt in the SMS received, or delays in receiving the SMS, thereby preventing them from receiving the

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<sup>84</sup> Testing targeting approaches for humanitarian food assistance in Lebanon - Ghassan Baliki -16 January 2025 (ISDC, WFP, USAID)

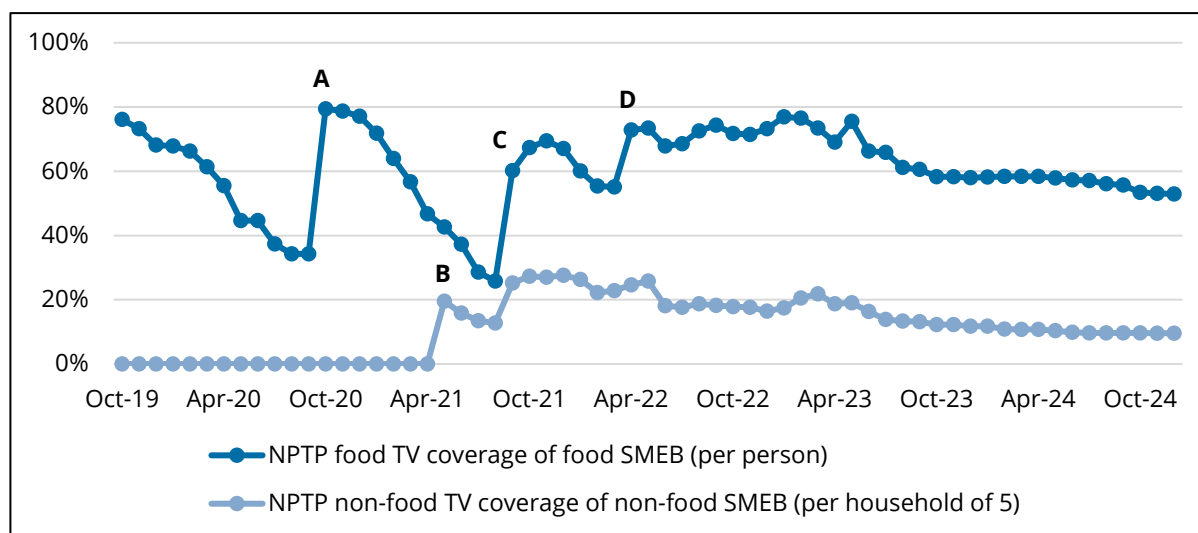
assistance on time (see EQ 3.1).

**Finding 10:** The intention of the MADAD project to provide transfers equivalent at least to the SMEB gap based on ECMEN was appropriate given the needs of targeted households. To that end, WFP regularly monitored food prices, reviewed transfer values and made frequent adjustments to transfer values to maintain their appropriateness and alignment with the SMEB gap based on ECMEN. However, due to multiple, external hindering factors, such as price rises and currency fluctuations, this was never fully achieved.

108. While the NPTP transfer value (TV) in October 2019 was worth 76 percent of the food SMEB, its SMEB coverage gradually decreased as a result of on-going inflation, reaching less than half this value a year later in September 2020. Interviewees and documentation<sup>85</sup> confirmed that WFP regularly adjusted the TV in line with rising food prices. WFP made frequent adjustments to transfer values. Figure 6 and Figure 7 show that the transfer values were most significantly adjusted on a near-annual basis – namely in October-November 2020, September 2021, April 2022, as well as May 2023 for MPC. However, due to the fluidity and severity of the context, these adjustments were not regular enough to ensure that basic needs were fully covered. MPC and NPTP FGD participants confirmed quantitative data trends, stating that the purchasing power of their respective assistance varied over time, particularly before the dual currency redemption option was introduced. Yet, none recalled a period when the cash assistance had become overly insufficient to cover a decent share of their most basic expenses. MPC recipients instead described a gradually decreasing purchasing power from its initial level in 2019 – although variations were in fact a lot more erratic, as WFP attempted to shield MPC and NPTP purchasing power.

#### NPTP TV adjustments

**Figure 6: NPTP transfer value (TV) coverage of food and non-food SMEB, Oct 2019 – Dec 2024**



Source: Evaluation team with MADAD project data

109. In October 2020 (**Figure 6: point A**) the NPTP food TV was more than doubled so it regained its October 2019 purchasing power, and in May 2021 (**Figure 6: point B**) a non-food top-up was introduced for the NPTP covering 20 percent of the non-food SMEB that month.

110. In September 2021 (**Figure 6: point C**), NPTP dual currency redemption was introduced thereby shielding the purchasing power of NPTP assistance from the depreciatory pressures induced by the decreasing value of the national currency. As a result, the SMEB coverage fluctuated significantly less than that of the MPC assistance afterwards. Yet, as the decreasing trend post-September 2021 shows, the

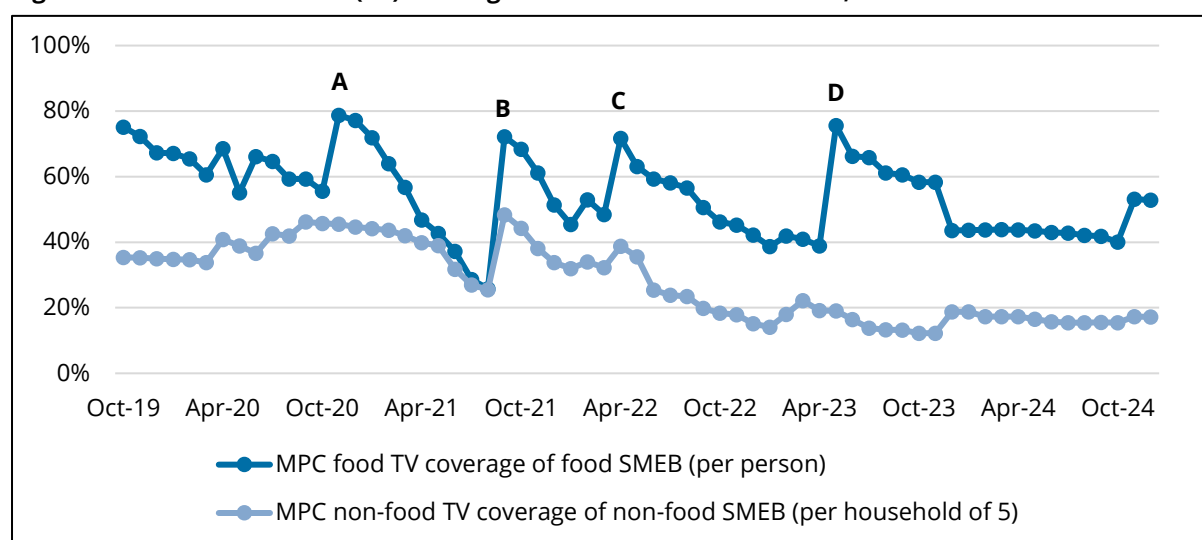
<sup>85</sup> For example, the 2024 ROM

dollarisation of the assistance had little impact in thwarting inflation trends not related to the exchange rate.<sup>86</sup> In April 2022 (**Figure 6: point D**), the food TV was increased from USD 15 to 20 which allowed it to nearly regain its October 2019 SMEB coverage. However, due to unabated rising inflation and unchanged TVs as of April 2022, the TV was insufficient to prevent beneficiary purchasing power from declining.

111. Although not funded by MADAD in 2024, due to the funding gap that year, starting in February 2024 the monthly food transfer value of NPTP assistance was reduced from USD 20 to USD 10 per person for food and from USD 25 to USD 20 per HH for non-food with transfers being loaded every two months instead of monthly. Former NPTP beneficiaries highlighted in FGDs that these adjustments were far from in line with their continuing high levels of need.

## MPC TV adjustments

**Figure 7: MPC transfer value (TV) coverage of food and non-food SMEB, Oct 2019 – Dec 2024**



Source: Evaluation team with MADAD project data

112. While the MPC TV was worth 75 percent of the food SMEB per person, and 35 percent of the non-food SMEB for a household of 5 in October 2019, these percentages gradually declined until April 2020 as a result of the national currency depreciation and resulting high inflation. TVs were regularly increased – first in April 2020, and then June, July and more significantly in November 2020 (**Figure 7A**) to account for the decreasing purchasing power of the assistance withdrawn in LBP.

113. No adjustments to the MPC TVs were made from November 2020 till September 2021, despite the free-fall of the national currency, so the food TV reached an all-time low of 28 percent of the food SMEB in August 2021. In September 2021 (**Figure 7 B**), TVs were increased significantly to address the huge gap left unmet – namely, tripling of the food TV and doubling of the non-food TV – so TVs reached a similar SMEB coverage as that of October 2019. In November 2021 however, the food TV was capped at six household members, thereby decreasing the SMEB food coverage for all MPC beneficiary households larger than six. Further, given persisting inflation, the purchasing power of the assistance continued to gradually decrease over the following two years, despite temporary TV increases, particularly in April 2022 (**Figure 7 C**). The MPC food TV was capped at 5 household members as of January 2023, thereby further decreasing the value of MPC assistance for any MPC beneficiary household larger than 5.

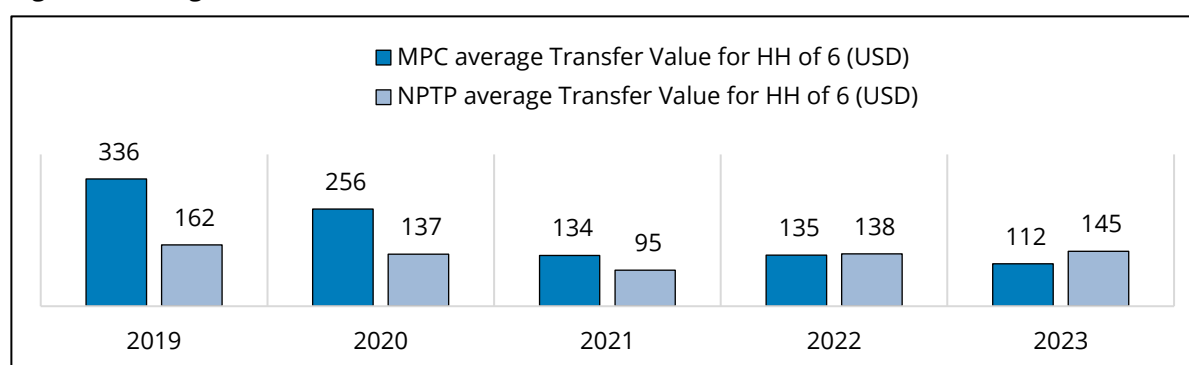
<sup>86</sup> See the brief analysis on the effectiveness of the NPTP assistance dollarisation on the EU MADAD Third Interim Report, page 6

114. In May 2023 (Figure 7 D), MPC dual currency redemption was introduced,<sup>87</sup> i.e., 20 months later than the NPTP. This delay was due to the political sensitivity of the move in the context of increasing social tensions between Syrian refugees and Lebanese host communities, according to several WFP staff interviewed. Interviewees explained that WFP had to tread a fine line between ensuring adequate support to vulnerable Syrian refugees, while not fuelling public discontent about Syrians receiving more international assistance than Lebanese citizens. In addition, MPC FGD respondents recalled that dual currency redemption gave them greater confidence in the reliability of the assistance. Yet, dual currency redemption did not prevent a further fall in the SEMB coverage given Lebanon's ongoing unabated inflation afterwards.

### Average TV for households of six

115. As described in Figure 8, the average TV for a household of 6 decreased from 2019 till 2021, due to the decreasing SMEB value in USD. The differential between the MPC and NPTP TVs was minimised by 2022, as a result of the introduction of the NPTP top-up for non-food needs in May 2021 and adjusted TVs.<sup>88</sup> Kils explained this was made on purpose to mitigate social tensions between Lebanese host communities and Syrian refugees.

**Figure 8: Average annual TVs for HH of 6 (in USD)**



Source: Evaluation team with MADAD project data

## 2.2 EQ2 How effective was the MADAD project in meeting its objectives? (effectiveness)

**Summary of key effectiveness findings:** The intention of the MADAD cash transfers (Component 1) - MPC and NPTP – was to enable beneficiaries to meet their basic needs. However, due to the high levels of need, and several external hindering factors including inflation, currency fluctuations and limited funding, the provided transfers met only a proportion of basic needs. Despite not meeting their objective, the MADAD transfers were a critical support to beneficiaries, enabling them to pay for food, healthcare, rent and other essential needs during crises. WFP took significant steps throughout the project to ensure the transfers were as effective as possible including regularly reviewing the value to account for inflation and introducing dual currency options to offset currency fluctuations. Similarly, support to PRS/L (Component 3) was critical to meeting beneficiaries' needs but the one-off intervention for PRL was neither effective at alleviating their economic burden nor at positively affecting their overall food security.

Technical assistance (Component 2) was effective at strengthening MoSA's capacity to implement the NPTP at central and local levels. While progress was initially slow, WFP's approach of working side-by-side with MoSA was ultimately effective. Through the MADAD project, MoSA and WFP were able to establish essential

<sup>87</sup> Set at USD 20 per person up to a maximum of 5 family members and USD 25 per HH for other basic needs – EU MADAD Fifth Interim Report. The dual currency option for refugees had existed prior to the financial crisis in 2019.

<sup>88</sup> The NPTP average TV for a household of 6 was higher than that of MPC as a result of the MPC household size cap changed from 6 to 5 in January 2023.

governance structures for the NPTP; improve the social safety net design through the creation of a beneficiary tracking report; and establish a functioning grievance redress mechanism.

The Communication and Visibility campaign (Component 4) which aimed to create awareness of the plight of vulnerable Lebanese and Syrian refugees achieved a limited number of its objectives. Lack of ownership by WFP and EUD at country level, political sensitivities and the absence of a strategy towards MoSA ultimately resulted in the campaign being suspended.

## **2.2.1 EQ 2.1 Did the cash assistance provided to vulnerable Lebanese and Syrian refugees adequately meet their basic needs? Were the outcomes different between men and women-headed households?**

**Finding 11:** The MPC and NPTP assistance and the assistance for PRS/L were described by recipients as a lifeline. Yet, the share of basic needs it covered, its frequency, and thus the assistance's outcomes, fluctuated significantly over the project duration. Overall, the share of basic needs covered by the assistance was reported to be higher for smaller households and lower for those with large health expenses.

116. While FGD participants unanimously described the MPC and NPTP assistance as a lifeline, beneficiaries dropped from the MPC and NPTP assistance, particularly since 2024 for NPTP recipients, were deeply concerned about being deprived of this essential support making *"a real difference in our everyday life."*

117. MPC FGD participants aged under 50 reported the assistance covered on average between 15-33 percent of their basic expenses. Both men and women MPC beneficiaries aged over 50 reported that the cash transfers covered even less of their basic expenses, ranging between 10 to 25 percent coverage. This difference between age groups was related to household size, the food transfer value being capped to 5 household members at the time of the FGDs, and at 6 prior to January 2023. This is in line with data of the MPC total TV coverage of SMEB for a household of 5, at 32 percent in December 2024. All interviewed/FGD MPC respondents resented the household size cap, as most of them had between 8 and 12 household members, particularly those aged over 50. WFP interviewees explained that this cap was introduced to ensure increased alignment between the MPC and NPTP i.e. that that no one family, whether NPTP or MPC, could receive more than USD 145 per month.

118. Several MPC FGD participants – mostly those over-50 – emphasised that a large part of the assistance was used for health-related expenses, in particular since health support for Syrian refugees in Lebanon had been gradually decreasing. Several said that the assistance was barely enough to ensure they had the medication they and their household members needed.

### **Box 2: Spotlight – Former MPC recipient**

A man former MPC recipient in his 40s, came early to the FGD visibly deeply distressed. He explained that his wife had given birth to a baby born with severe respiratory distress 25 days earlier. He said the baby was immediately taken to intensive care where he had remained till then. Once the shock was over after a few days, he called "the UN" for them to cover part of the public hospital expenses, but he was told he had registered the case *"too late, so the UN could not cover anything as a result."* He said, his hands shaking, that he was terrified as the hospital asked him to pay a huge amount of money for such a long time in intensive care. He said he was recently dropped from the MPC assistance and had no way to cover the hospital expenses.

He mentioned that several years earlier he got into debt as his daughter needed surgery after a serious accident. He said it took him over two years to reimburse his debts which he was able to do *"in part thanks to the MPC cash assistance which truly has been a lifeline for us."*

119. Many MPC men and women beneficiaries said they used the cash assistance for rent as well. In Saida however, several mentioned the assistance was not sufficient to cover the rent of a single room for their entire family – typically at around USD 150 per month. By contrast, several respondents in Akkar and Zahle said the assistance covered their monthly rent – in Zahle, mostly in informal tent settlements – as well as basic utilities. These regional variations in response patterns highlight geographical variations in the SMEB coverage of the transfers.

120. NPTP FGD participants said the assistance covered between 10 to 20 percent of their most basic expenses. Most of them explained the main reason why the assistance did not cover a great share of their

expenses was that they had significant health-related expenditures, which they described as *“extremely high compared with a few years earlier”* when medications were subsidised by public authorities. The NPTP transfer value coverage of SMEB for a household of 5 was at 28 percent in December 2024.

121. NPTP respondents noted that, prior to October 2024, the assistance had been very irregular – namely interrupted several times over a few months and then resumed. Respondents also recalled receiving USD 75 for several months in 2024 due to lack of funding, after which the original amount was reinstated. Respondents all emphasised this negatively impacted their households’ well-being.

**Finding 12:** The introduction of the dual currency option for both NPTP (September 2021) and MPC (May 2023) was particularly effective to ensure purchasing power was not totally eroded by inflation and currency fluctuations. NPTP beneficiaries found the non-food top-up introduced in May 2021 to be highly effective as it offset the negative impacts of the socio-economic crisis. However, because of irregular and insufficient adjustments, they fell short of a stable coverage of the SMEB over the project duration.

122. Both MPC and NPTP FGD participants emphasised that these percentages communicated were for a total of what several described as mere *“survival”*, i.e., *“a poor life (...) with no extras whatsoever”*. Several MPC recipients stated they needed a minimum of USD 700 to 800 for a family of between eight and twelve members – this is in line with the SMEB food and non-food values of Q4 2024.

123. Regression analysis of the Livelihood Coping Strategies Index (L-CSI) outcome indicator and selected outcome indicators suggests that the MPC and NPTP irregular coverage of the SMEB significantly limited the beneficiaries’ reported well-being over time, including their capacity to resort to less and less severe coping strategies to meet their basic needs (L-CSI impact indicator).<sup>89</sup> Yet, FGD data strongly shows that the assistance, although limited, has been a lifeline that effectively helped beneficiaries meet their basic needs in very difficult times. In other words, while the project has had limited impact on increasing economic resilience (project goal), it significantly supported beneficiaries in meeting their most urgent needs. See Annex 11 for further analysis.

124. MPC and NPTP respondents explained they covered their remaining expenses from their own income generated from their daily work and from taking on debt. This was particularly prevalent among Syrian refugees. Some MPC FGD respondents mentioned their young children were working.

*“... [it is] a relief that my children are working, this really removes a burden off my shoulders.”*

-MPC beneficiary FGD

**Finding 13:** Both women- and men-headed MPC and NPTP households resorted to using a multitude of severe coping strategies to meet their basic needs.

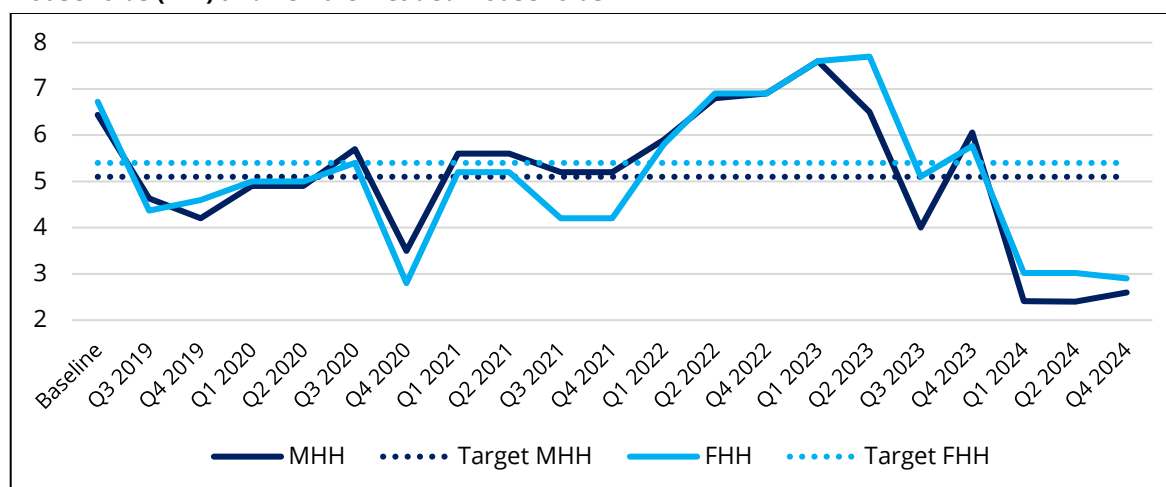
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<sup>89</sup> With regard to the MADAD outcome indicators, the ET found the high number of outcome indicators (16) – combined with different targets between NPTP and MPC – made it difficult to draw a coherent picture of the project’s achievements, as found by the Results-Oriented Monitoring (ROM) report of August 2023.



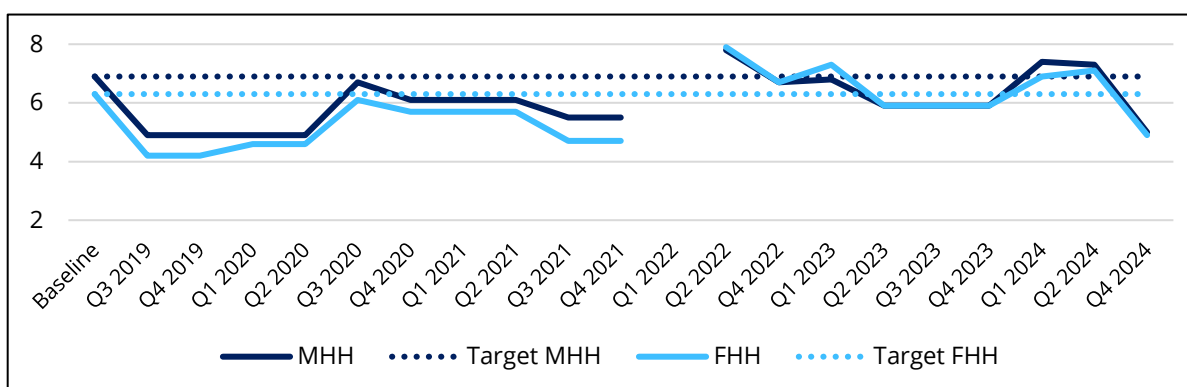
125. As shown in Figures 9 and 10, both FHH and MHH L-CSI scores for each of the MPC and NPTP cohorts evolved in parallel throughout project implementation.<sup>90</sup> This reflects the fact that the MPC and NPTP transfer values were homogenous, i.e., not adjusted to meet additional needs/costs of FHH, nor of other vulnerabilities. There is a slight difference in L-CSI scores between FHH and MHH – namely, Lebanese NPTP FHH were better-off (i.e. lower L-CSI scores) than MHH an average, while Syrian MPC FHH were worse-off (i.e.

**Figure 9: MPC, WFP MADAD Impact Livelihood Coping Strategy Index (L-CSI) results, Male-Headed Households (MH) and Female-Headed Households**



higher L-CSI scores) than MHH an average. However, these differences are not significant (likely to have occurred by chance).<sup>91</sup> This demonstrates that both FHH and MHH resorted to severe coping strategies to meet their basic needs.

**Figure 10: NPTP, WFP MADAD Livelihood Coping Strategy Index (L-CSI) results, Male-Headed Households (MH) and Female-Headed Households**



Source: Evaluation team with MADAD project data

126. UNRWA's final project report on the support received by MADAD,<sup>92</sup> highlights that an impact assessment, a community attitude survey, and process monitoring were undertaken in order to measure the relevance, effectiveness and sustainability of the support as well as to understand beneficiary attitudes

<sup>90</sup> The break in Figure 10 is as a result of unavailability of data for that period.

<sup>91</sup> The difference between MPC and NPTP MHH is not statistically significant at a standard 95% confidence interval though it is at a 90% confidence interval (p-value = 0.067). The difference between MPC and NPTP FHH is not statistically significant even at a 90% confidence interval (p-value = 0.154).

<sup>92</sup> Project Final Report - Strengthening Safety Nets In Lebanon To Support The Most Vulnerable Lebanese And Syrian Refugees - UNRWA Project Code: PQ22S07. Reporting Period: 15th February 2022 To 15th August 2022

towards the assistance and distribution processes. These documents all highlight that the PRS/L beneficiaries considered the cash assistance as a vital lifeline, due to the dire and continuously deteriorating socio-economic situation in Lebanon at the time, with 74 percent of beneficiaries stating they were satisfied overall with their experience. However, the one-off intervention for PRL was neither effective at alleviating their economic burden nor at positively affecting their overall food security. The results of the cash assistance provided to PRS/L are presented in Annex 12.<sup>93</sup>

## **2.2.2 EQ 2.2 To what extent has the technical assistance component of MADAD achieved its intended objectives? How effective were the capacity building initiatives in strengthening the institutional resilience and improving MoSA's operational efficiency?**

**Finding 14:** There were limits to the effectiveness of WFP's TA in the early years of the MADAD project. This was primarily due to factors outside WFP's control including the initial entrenchment of Lebanon's social protection portfolio with political interests; the emergence of a new safety net (the ESSN) with parallel systems; and disconnection and disjointed coordination between MoSA and PCM. This resulted in support and assistance not being integrated into the fabric of the Ministry and early achievement of objectives being hindered.

127. As reflected in the project's results framework, TA was covered by Strategic Objective 2. The expected outcome was that the capacity of relevant agencies to implement the NPTP at central and local levels would be improved through three outputs focused on the development of NPTP operational systems; development of M&E tools; and improved staff capacity.

128. A review of documentation combined with stakeholder interviews highlighted that achievement of the TA objectives in the early years of MADAD support was hindered by a number of factors which were out of WFP's control. This included:

- Limited government capacity and lack of clear counterparts at MoSA Ministerial level which led to delays awaiting final Ministerial level endorsement of the TA component.<sup>94</sup>
- Frequent changes in government leadership which impacted continuity of discussions on policy and operational issues.
- Politicisation of the country's social protection portfolio.
- Lack of coordination between the two key government entities responsible for the NPTP (PCM and MoSA).
- The lack of integration of the NPTP within the formal structure of the MoSA organigram, considered as a project entirely funded through donor grants.<sup>95</sup>
- The emergence of the ESSN and its lack of synergy with NPTP.

129. The emergence of the ESSN necessitated discussions between MoSA, the World Bank, WFP and the EU on how the MADAD project's TA could complement the ESSN project to maximise support to MoSA. As discussed under the Relevance criterion, following a joint MoSA, WFP, and World Bank due diligence review,<sup>96</sup> the 2023 WFP/MoSA MoU was drawn up to frame priority areas for WFP's ongoing TA (specific activities of which were funded by MADAD). The formalisation of WFP's support helped to ensure significant achievements between then and the end of the project.

130. In the first two years of the project, TA was slow, resulting in ongoing capacity gaps within MoSA and PCM in terms of M&E, communication, and staff skills for effectively implementing the NPTP. As a result, an amendment to the Contribution Agreement was sought in order to expand and extend the provision of TA.

**Finding 15:** TA objectives were successfully achieved, primarily due to the extension of MADAD support beyond the initial two years of the project. This included the establishment of essential governance structures

<sup>93</sup> Source: Project Final Report: Strengthening Safety Nets in Lebanon to Support the Most Vulnerable Lebanese and Syrian Refugees/ UNRWA PROJECT CODE: PQ22S07/ Reporting Period: 15<sup>th</sup> February 2022 to 15<sup>th</sup> August 2022.

<sup>94</sup> WFP 2<sup>nd</sup> interim report

<sup>95</sup> WFP 2023 ROM Report (28.08.2023)

<sup>96</sup> Recommendations for a Strengthened and Unified Social Safety Net in Lebanon – Due Diligence Review (March 2023)

for the NPTP; improvement in social safety net design through the creation of a beneficiary tracking report; the establishment of a functioning grievance redress system; capacity strengthening for central and local level MoSA staff; and a concept note for the future of Lebanon's shock responsive safety net programming.

131. Working jointly with MoSA to facilitate MoSA's onward ownership of the programme was a highly effective TA approach adopted by WFP throughout its provision of technical assistance. For example, development of the NPTP food e-card Sub-Manual and Operational Plan was done jointly with MoSA.

132. **Governance structure:** WFP's support for the creation of new NPTP governance structures in 2021, comprising a Steering Committee and a Technical Committee, was a key accomplishment of WFP's TA contributing to the achievement of Strategic Objective 2.<sup>97</sup> WFP assumed the role of secretariat to the committees and provided technical and financial assistance to allow them to operate. Both committees met regularly (although meetings were less frequent in the last year)<sup>98</sup> and interviewees confirmed their importance in facilitating decision-making and information sharing between stakeholders. For example, the Steering Committee ensured the implementation of critical strategic and programmatic shifts including readjusting the NPTP transfer value to match the ESSN; shifting from NPTP food assistance to unrestricted USD cash assistance;<sup>99</sup> the establishment of the dual currency mechanism; and scaling-up of the programme (see Table 4 on NPTP caseloads).

133. **Beneficiary tracking:** The creation of a beneficiary tracking report for NPTP beneficiaries<sup>100</sup> was successfully achieved through the production of an NPTP dashboard. This report was integrated into MoSA's website. The dashboard featured key NPTP data covering demographics, assistance volume, beneficiary profiles (health, education, household size) and Post Distribution Monitoring (PDM) data.<sup>101</sup> This tracking critical to ensure MoSA had a consolidated overview of the programme and enabled MoSA to share data as required. However, as a result of the integration of the NPTP and the ESSN, the development of an NPTP Beneficiary Data Management System (BDMS) was not implemented. Instead, the new unified programme relied on the BDMS developed for the ESSN.<sup>102</sup>

134. **Establishing and embedding a call centre within MoSA:** Another significant achievement under the MADAD project was the design of MoSA's GRS.<sup>103</sup> By the end of September 2024, WFP had successfully embedded the MoSA call centre within MoSA – staffed by 20 trained operators.<sup>104</sup> Extensive work was required to ensure the functioning of the call centre in time for the integration of the NPTP and ESSN. This included development of GRIS software; procurement, installation and handover of call centre hardware; assessment of protection against cyber threats; and training call centre operators to respond to grievances and feedback from communities in relation to the ESSN, NPTP and emergency cash operations.

135. In spite of the key achievement of establishing a functioning call centre, interviewees highlighted some ongoing challenges which were out of WFP's control, including MoSA's lack of data ownership and data sharing issues between MoSA and PCM. This has caused delays in the call centre's ability to respond to some caller queries – an issue which former NPTP recipients highlighted in FGDs.

136. **Other outputs:** WFP reporting and discussions with interviewees confirmed that all other outputs

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<sup>97</sup> WFP Lebanon 3<sup>rd</sup> Interim Report to the EU Trust Fund (MADAD) – 13.02.2021 – 12.02.2022

<sup>98</sup> As confirmed in the "NPTP DE Final Report" 13.02.24 – *“Technical and steering groups were reported as taking place originally every two weeks and quarterly respectively.... however, the frequency of such meetings is said to have reduced to being a monthly meeting significantly with the latter meetings stopped completely.”*

<sup>99</sup> Output 2.2b of the project results framework

<sup>100</sup> Outcome 2a of the project results framework

<sup>101</sup> PDMs focused on gathering feedback on the assistance received and identifying challenges and areas for improvement. The information gathered facilitated WFP's understanding of the impact of the assistance and was used to inform adjustments to ensure that the assistance provided was more effective and responsive to the needs of beneficiaries.

<sup>102</sup> WFP Lebanon 5<sup>th</sup> Interim Report to the EU Trust Fund (MADAD) and Q4 2024 QIN

<sup>103</sup> Output 2.1.2 of the project results framework

<sup>104</sup> Staff numbers were increased to 30 in order that the call centre was better able to respond to the escalation of conflict in 2024 and address grievances in relation to the emergency social assistance transfers being provided to those affected.

detailed in the project results framework were successfully completed. This included:

- Developing a draft advocacy strategy for the unified safety net.
- The assessment of a flexible modality pilot for Lebanese NPTP beneficiaries which resulted in shifting NPTP food assistance to unrestricted USD assistance in September 2021. At the same time, the transfer value was doubled, which, according to PDM reports immediately resulted in improved food consumption scores and a reduction of negative coping strategies.
- Provision of training to MoSA and external staff (managers, quality assurance personnel, call centre operators, IT staff, and team leaders) on operational systems which was critical to ensure the functioning of the new MoSA call centre.
- Support to MoSA in drafting a log frame and M&E strategy for the NPTP and sharing and transferring M&E tools and knowledge.<sup>105</sup>

**Finding 16:** Capacity and skills strengthening at local level was highly successful. However, the longer-term effectiveness of this is questioned due to the disconnection between the central and local levels of MoSA since the integration of the NPTP and ESSN.

137. Local level capacity strengthening for social workers and SDC staff was highlighted by stakeholders as extremely successful, particularly before the integration of the NPTP and ESSN, when those trained were able to use the skills and knowledge acquired in their daily work. Key areas of capacity strengthening are discussed in the following paragraphs.

138. **Gender and protection training:** In partnership with UN WOMEN, WFP delivered dedicated training covering gender and protection issues to 565 MoSA staff, including 535 NPTP field workers (mostly social workers) and 29 central level staff in different locations.<sup>106</sup> The training curriculum focused on practical situations that social workers might face, gender sensitization, management of GBV cases, and social workers' safety and security insurance. The curriculum was co-developed by MoSA, WFP and UN WOMEN to foster MoSA's ownership. FGDs with social workers and interviews with SDC staff confirmed the usefulness of the training which, for example, expanded their knowledge on how to deal with protection issues such as GBV and gave them greater confidence in adopting the right attitude in difficult situations, thanks to the highly practice-oriented sessions.

139. **Digitised data collection:** The creation of a digital tool for data collection in advance of the March 2020 scale-up facilitated the verification and profiling of new households. This verification was undertaken by social workers who were trained on the use of the tool and on collection of baseline data for PDM.<sup>107</sup> PDM was previously undertaken by a third party. However, following negotiations between WFP, PCM and MoSA at the technical committee level, in February 2023 it was decided that PDM data collection duties would be transferred to social workers trained by WFP. Social workers took over this key task from the last quarter of 2023 with the aim of gradually transferring this responsibility to MoSA without WFP support. WFP interviewees confirmed that social workers were able to collect quality information more effectively than the third-party monitoring firm.

140. **Data collection and monitoring:** Monitoring by social workers trained under the MADAD project has strengthened accountability by providing the opportunity for beneficiaries to provide feedback leading to project adjustments. For example, as highlighted in the NPTP DE, as a result of the data and information collected by social workers, the NPTP's monitoring system has enabled structured tracking and responsiveness to Lebanon's evolving socio-economic challenges by, for example, including MTOs as an option for redeeming transfers thus reducing travel burdens for beneficiaries. However, as noted in that evaluation, and confirmed by interviewees for this evaluation, the government lacks capacity at central level in M&E hindering the ability to go beyond output monitoring and measure the impact of the programme, for example on poverty levels.

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<sup>105</sup> QIN 3 2023

<sup>106</sup> WFP Lebanon 4<sup>th</sup> Interim Report to the EU Trust Fund (MADAD)

<sup>107</sup> WFP Lebanon Interim Report to the EU Trust Fund (MADAD) 23.02.2019 – 12.02.2020

141. In spite of consensus of the value of the training provided under the MADAD project, interviewees at local level highlighted that the safety net has become more centralised and digitised (e.g. online form filling) leading to a disconnection between the central and local levels of MoSA. This has resulted in social workers being unable to provide the same levels of in-person support to communities as they could with the NPTP as they are not privy to inclusion/exclusion and other decisions. This puts the longer-term effectiveness of the capacity and skills strengthening into question.

142. During MADAD implementation, WFP covered the costs of a number of PCM and MoSA staff involved in critical NPTP programmatic key functions. This included database management (one PCM staff, and one MoSA staff from July 2021) and GRS (one MoSA staff, one staff at MOSA/NPTP Programme Management Unit (PMU) since May 2021 and one Grievance and Redress Officer in the MoSA Minister's office since May 2021). Funding these positions was vital to ensure the functioning of the NPTP although a number of capacity gaps still remain.

### **2.2.3 EQ 2.3 What were the key achievements of the communication campaign underlying the MADAD project and what factors influenced these?**

**Finding 17:** Managed by a dedicated campaign manager, the C&V campaign achieved a limited number of its objectives. Hindering factors included a lack of WFP and EUD ownership at country level; absence of a strategy towards MoSA; and political sensitivities in Lebanon and Europe.

143. The MADAD project included a cross-cutting communications campaign in the original 2019 Contract Agreement to be implemented in Lebanon and eight EU member states.<sup>108</sup> The aim was to create and reinforce awareness of the plight of vulnerable Lebanese families and Syrian refugees, while showcasing the positive impact of EU-funded assistance provided by WFP to those in need in Lebanon.<sup>109</sup> This was to be achieved by developing a human-centred narrative to counteract the more polarised picture dominating the mainstream Lebanese media. A total budget of EUR 1.5m was assigned to the campaign, although there was no specific budget line. This allowed for flexibility under Direct Support Costs. The campaign was further defined in the 2020 and 2021 addendums to the agreement.

144. The approach consisted of a multi-market integrated visibility campaign, comprising numerous activities and pieces of content, encompassing over two years of the plan's implementation to create a distinct visual identity for WFP-EUTF communication content. Between 21 August 2021 and 20 March 2024, a specifically recruited WFP campaign manager was in-post. The campaign had multiple objectives primarily focused on raising awareness in Lebanon and in key EU Member States of the plight of vulnerable groups in Lebanon and the EU's role in supporting them by showcasing the human impact of the EU-funded assistance.<sup>110</sup>

145. KIIs and a review of documentation revealed that the objectives of the campaign were not fully achieved.<sup>111</sup> Factors which influenced the non-achievement of the campaign's objectives included:

- The original plan for the campaign was put together by DG NEAR and WFP Brussels and signed off at country level. However, there was a reported lack of ownership of the portfolio both within the WFP CO, (with the file not integrated into the workplans of concerned units), and the EUD (from early 2023 onwards).
- A lack of understanding at the WFP CO of the purpose of the portfolio and how it could potentially have supported advocacy, communication and visibility goals, combined with a lack of understanding of the scope of the work.
- The lack of a shared understanding of the campaign objectives which led to the absence of a strategy

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<sup>108</sup> Belgium, Denmark, France, Germany, Ireland, Italy, Netherlands, Romania

<sup>109</sup> See Annex 13 for campaign objectives

<sup>110</sup> Communication and Visibility Plan - WFP-EU programme to strengthen safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees

<sup>111</sup> Deliverables which were put on hold or not fully accomplished included: Campaign products such as TV commercials, microsites, human interest stories, videos of NPTP and MPC families; media products, social media assets and captions; an NPTP photography exhibition; and a script for an NPTP video.

towards MoSA.

- Political sensitivities in Lebanon and Europe which resulted in decreased EU engagement and unclear campaign direction which delayed the approval and use of materials.

146. The above obstacles prevented any real progress with the campaign. As a result, in July 2024 the EUD agreed to suspend the campaign and reabsorb the remaining funds into the Contract Agreement budget.

147. In spite of the non-achievement of campaign objectives, there were a number of successes as set out in Table 10.<sup>112</sup> These were achieved in part as a result of having a campaign manager in place and the initial engagement of the EUD designated focal points until the end of 2022.

**Table 10: Achievements of the Communication and Visibility Campaign**

Year	Details/Outputs	Accomplishments/Outcomes
2022	1 <sup>st</sup> WFP Lebanon billboard campaign between October and November 2022 reached <b>over 50% of the set KPIs</b> in terms of impressions.	<b>Over 7.8 million views (impressions)</b> in Lebanon (73 locations) and the EU (2 major airports).
2022	20 social media assets were produced in-house for the EU and were posted through WFP Twitter.	<b>35,000 impressions and 1,800 engagements through 20 social media assets</b> used in Lebanon
2022	IPSOS survey through a randomly selected, representative sample pool of 1,000 Lebanese across the country in 2022 regarding: <ul style="list-style-type: none"> <li>• a) brand awareness (WFP and EU),</li> <li>• b) awareness of assistance to Lebanese,</li> <li>• c) main platforms used for information,</li> </ul>	<b>Baseline data</b> findings and recommendations report
2023	Organized with Gender Unit in 2023 for WFP staff and selected donors.	<b>2 sessions for International Women's Day with Syrian MPC refugees</b>
2023	Mini social media campaign videos during two weeks in February 2023. The videos were filmed with Syrian refugees during an organized event to highlight the gendered aspects of cash assistance.	<b>1.34 million persons reached in 8 EU countries with very high engagement rate at 29%</b>

## 2.3 EQ3 – How efficient was the design and implementation of the MADAD project (efficiency)

**Summary of key efficiency findings:** Throughout MADAD implementation, WFP has taken steps to ensure ongoing efficient delivery of cash assistance. This includes reducing overcrowding at redemption points and using multiple communication channels to communicate with beneficiaries. Using UNHCR's LOUISE system ensured efficiency by streamlining MPC assistance delivery and monitoring.

The creation of the MoSA call centre was a significant achievement that effectively streamlined feedback and complaints management within MoSA and improved efficiency. However, beneficiaries prefer to communicate with SDC social workers.

Since the integration of the NPTP and the ESSN, several issues were identified with MoSA's beneficiary identification information (e.g. phone numbers and spelling of names) which sometimes prevented beneficiaries from withdrawing their entitlements, reducing efficiency.

The MADAD project was highly cost-efficient in delivering cash transfers despite major economic instability during project implementation, partly as a result of the adoption of an effective Humanitarian Exchange Rate (HER) as of April 2021 and the dual currency redemption later on. With the exception of the Beneficiary Data

<sup>112</sup> Source: Azar. M, Project Lessons Learned. 12 March 2024



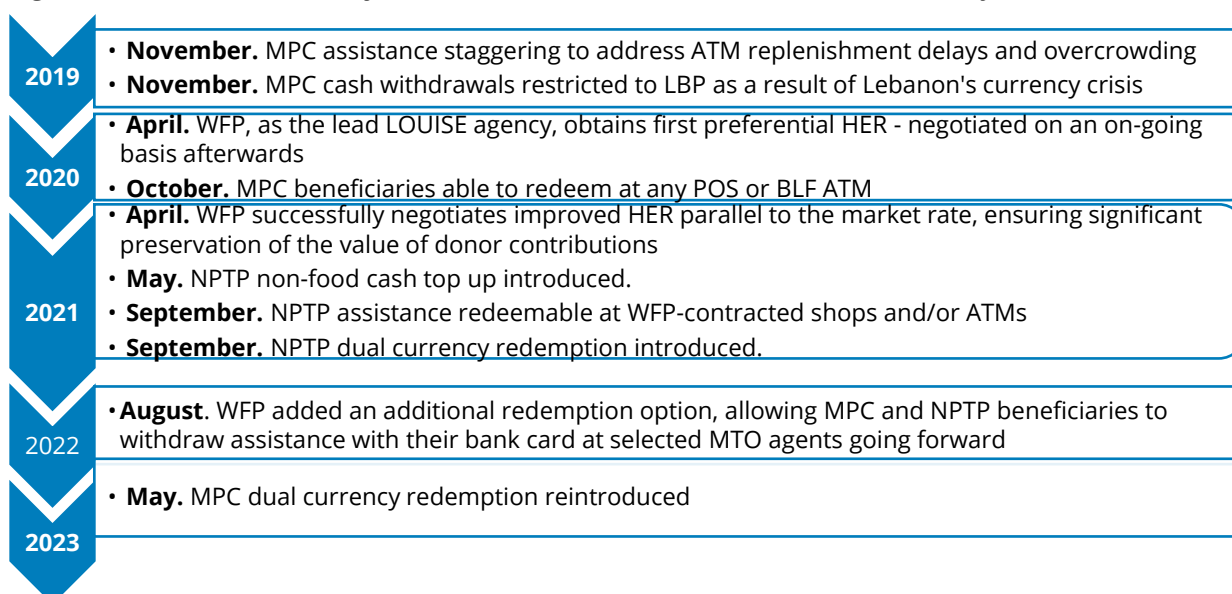
Management System which was put on hold with the emergence of the ESSN, all MADAD outputs were achieved.

### 2.3.1 EQ 3.1 How efficient was the delivery of cash assistance (including issuance, validation, redemption, and feedback and delivery mechanisms) to vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?

**Finding 18:** WFP successfully made a number of prudent programme adjustments to ensure the ongoing efficient delivery of cash assistance to MPC and NPTP recipients. Respondents praised the cash assistance redemption process at the BLF banks and MTO offices. The measures put in place to reduce crowding at redemption points – including contracting of MTOs and staggering assistance - have helped to ensure the project's efficiency. The process for card replacement was deemed satisfactory.

148. As the MADAD caseload grew year on year (until 2023 when it decreased considerably) and as the socio-economic situation in Lebanon changed, adjustments to the delivery of cash assistance were deemed essential, including for recipients to access cash through the banking system to improve efficiency of delivery. Key adjustments included staggering distribution times, negotiating a humanitarian exchange rate (HER), introducing a non-food cash top up for NPTP beneficiaries, increasing and diversifying redemption points, and introducing the dual currency option. The timeline of key adjustments is provided in Figure 11 below.

**Figure 11: Selected MADAD adjustments to MPC and NPTP cash assistance delivery**



Source: Compiled by the ET

149. Efficiency of the implementation of the NPTP and MPC has been positively evaluated in recent evaluations. The NPTP DE found that the mechanisms and processes for the delivery of support worked well with beneficiaries treated with dignity and respect. Considerable effort had been made to minimize delays and facilitate beneficiary access to and usage of their transfers. Beneficiaries generally reported satisfaction with the security and timeliness of cash disbursements, though accessibility challenges were noted in rural areas. The Joint Action DE<sup>113</sup> similarly found that transfers were disbursed in a timely manner, driven by robust, automated processes, albeit with some delays in disbursement of payments.

150. **Validation:** For the MPC, WFP interviewees stated that validation was undertaken on a quarterly

<sup>113</sup> Evaluation of the UNHCR/WFP Joint Action for Multipurpose Cash Assistance in Lebanon (2019–2021) - covering MADAD sub-component 1.1 (February 2023).

basis (exceeding WFP's corporate requirements which foresee annual validation) which has helped to ensure regular monitoring of numbers of recipients not validating or redeeming their assistance.<sup>114</sup> Door to door validation has taken place for those HH with mobility issues. This has in turn supported WFP to efficiently manage available funds and caseloads.

151. Enhancements were made to the NPTP verification exercises in the early stages of MADAD to support the scale up which commenced at the end of 2019. This involved a verification of eligibility through household visits, carried out by MoSA social workers trained by WFP and provided with tablets (both part of WFP's TA). The digitisation of data collection through tablets facilitated faster and improved quality data collection, according to interviewees. The in-person visits also provided the opportunity for social workers to provide NPTP recipients with information about the NPTP and their entitlements.

152. **Cash redemption:** According to WFP interviewees, to reduce the reported overcrowding and facilitate recipient access to redemption points, WFP undertook a mapping of gaps in the redemption network. This led to the introduction of MTOs in less well covered locations, including opening up new MTO agent offices. Additionally, WFP reached an agreement with BLF that, if individual branches closed, ATM capacity would remain. These WFP actions highlight the importance of beneficiary feedback on accessibility of assistance and provide examples of the concrete steps taken by WFP to address issues that arose. The effectiveness of these initiatives is reflected in WFP monitoring data. As per WFP process monitoring data, between January and September 2022, half (49 percent) of Syrian recipients reported overcrowding at redemption points before the addition of MTO offices. After MTOs were added to address the problem, only 15 percent of Syrian recipients reported overcrowding at the MTO or bank ATM as of September 2023.<sup>115</sup>

153. The introduction of MTOs also introduced time and cost efficiencies for beneficiaries based on quantitative data. According to WFP process monitoring data from October 2022 to December 2024, Syrian and Lebanese recipients spent more time reaching an ATM than an MTO (25 versus 16 minutes on average) and spent more money to reach an ATM than an MTO (USD 2.10 vs 1.80 on average) – with both differences being statistically significant.<sup>116</sup> Furthermore, several FGD participants said they preferred to withdraw cash from MTOs as they feared their cards would be swallowed at ATMs.

154. Despite these efficiencies associated with receiving cash from MTOs, FGD participants gave mixed feedback on their preference for withdrawing their entitlements from MTOs or BLF ATMs. Some said they preferred to withdraw their entitlements from MTOs as they were closer to their homes; others preferred to withdraw their entitlements from BLF ATMs as it allowed them to get more of their cash in USD notes, as MTO offices would not always have USD liquidity.

155. The contracting of MTOs successfully mitigated gender-specific barriers to access. The UN WOMEN/WFP 2023 study on NPTP gender and social inclusion<sup>117</sup> found that *"many people did not know how to withdraw assistance or were not confident in the process with prominent fears of having the card swallowed, especially among older and/or less literate people. This led to increased reliance on having someone else, usually family members, relatives or someone at the ATM, to withdraw money for them."* This was echoed in NPTP and MPC FGDs. WFP process monitoring data from September 2023 to December 2024 showed that Syrian women recipients were significantly less confident than Syrian men recipients in entering their PIN when withdrawing the cash assistance – with a highly statistically significant 18-percentage point gender gap.<sup>118</sup> Including MTOs for withdrawing money mitigated this gender-specific challenge as beneficiaries were given the option to receive their cash from MTO agents with no risks of their cards being swallowed.

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<sup>114</sup> With the exception of 2020 and 2022 when three rounds were undertaken due to Covid-19 and power cuts respectively.

<sup>115</sup> Data on overcrowding issues faced by NPTP recipients was not collected prior to September 2023, but NPTP FGD participants feedback strongly suggests a similar trend to that of MPC recipients.

<sup>116</sup> The difference between the two groups is statistically significant for both the time spent in reaching ATM vs MTO (p-value = 5.02E-14) and money spent (p-value = 0.023), indicating that the average difference observed in the WFP process monitoring data is very unlikely due to random variation.

<sup>117</sup> UNWOMEN/WFP/MoSA - Gender and Social Inclusion Analysis of the National Poverty Targeting Programme in Lebanon, May 2023

<sup>118</sup> p-value = 5.38E-08

156. WFP process monitoring data from October 2022 to December 2024 revealed that Syrian respondents were more than double (x2.1) as likely to report paying commissions at MTOs than at ATMs – this may well have incentivised some recipients to use BLF ATMs instead. WFP interviewees highlighted that when such incidents were reported, action was taken such as removing relevant MTOs from the distribution network.

157. FGD participants in all three locations visited explained that, at the onset of the banking crisis from October 2019 till 2021, the cash redemption process had been extremely cumbersome – when the banks shut down throughout the country as a result of being attacked by depositors unable to withdraw their money. They explained the few BLF branches still open were in the larger cities which were difficult to reach given the COVID-19 movement restrictions in place at the time. The few who were able to get to the limited number of open BLF branches said they endured highly overcrowded locations with regular thefts and other security incidents that further disincentivised them from seeking their entitlements. They all strongly emphasised this had been considerably improved as a result of the staggering of the assistance and through the introduction of MTOs in early 2023.<sup>119</sup>

158. **Card renewals:** The process for beneficiary card renewals was deemed satisfactory by MPC and NPTP respondents. Among the four FGD participants who said their cards had been swallowed by ATMs, the median time to retrieve their card was one day. Among the three who permanently lost it, the median time for card replacement was two months, with, they said, the ability to collect entitlements missed for two months while waiting to receive a new card.<sup>120</sup>

**Finding 19:** Communication with MPC recipients was conducted through SMS bulk messaging and the WFP hotline. While efficient, these communication channels were deemed too distant by beneficiaries, and the latter was not toll-free. WFP recently hired community outreach volunteers to help address this issue, an initiative which appears promising, though its scope remains limited at present.

159. MPC FGD participants explained that they systematically received SMSs informing them when the cash assistance was available in the BLF branches/MTO offices, amounts to be disbursed, and any delays. They said they greatly appreciated the reliability of the information received.

160. For questions or complaints, MPC FGD participants explained they could call the WFP hotline which they unanimously deemed better than that of the UNHCR – with shorter waiting times and ‘real agents’ as opposed to an interactive response voice. Furthermore, a few MPC respondents unable to speak with an agent the first time said they were called back on the following day – which they greatly appreciated.

161. However, MPC FGD participants expressed resentment that with recent dropping of a number of beneficiaries in March 2025 (which they were informed of via SMS) there was no explanation as to why they had been excluded and no means to speak in-person to a WFP representative to get the clarification that they sought.

162. The WFP and UNHCR management response to the Joint Action DE recommendations mentions the Outreach Volunteers as part of a community engagement approach with regard to targeting, among others. WFP respondents explained that, originally contracted by UNHCR exclusively, WFP started contracting such volunteers in 2024 to complement the existing communication channels – namely SMS, the WFP call centre and WFP Field Monitoring Assistants.

163. Interviews highlighted that WFP Outreach Volunteers were contracted by WFP CPs late in 2024 to *“disseminate relevant information about the WFP programmes as well as address beneficiaries’ and non-beneficiaries’ questions.”* Meetings were held by WFP CPs on a monthly or bimonthly basis to gather feedback.

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<sup>119</sup> As per the WFP management response to the Joint Action DE of June 2024, “As of June 2024, LOUISE network is comprised of 308 cash out points (176 ATMs and 132 MTOs), following progressive expansion of selected MTO agents, mainly in areas underserved by existing ATMs. The expansion and diversification of the redemption points reduced dependency of a limited and overused ATMs in some areas.”

<sup>120</sup> One of the three beneficiaries who missed entitlements for four months said he was able to recover those missed for two months only.

Common issues they were consulted about included (i) supporting beneficiaries in performing key tasks, including losing their card or forgetting their PIN codes; (ii) updating beneficiaries about programme changes, including the frequency of transfers; (iii) advising people to call the WFP hotline when needed; (iv) identifying and correcting misinformation or fake news circulating on social media; and (v) identifying and reporting scams in relation to WFP assistance.

164. Discussions revealed that the Outreach Volunteers felt inadequately supported in these tasks as they lacked key items such as badges, vests or hats to give them visibility in their communities and lacked communication materials such as brochures and videos to facilitate communication. According to interviewees, this has left them feeling a lack of legitimacy vis-à-vis key stakeholders including informal settlement managers and MTO office owners.

165. None of the MPC FGD participants in any of the three locations visited had heard of the WFP/UNHCR Outreach Volunteers. Several respondents in Zahle – an area with a high density of informal settlements – said they knew community members who would pay an informal settlement representative with allegedly privileged access to WFP/UNHCR so they could expedite tasks such as UNHCR registration of a newly born child. They were not aware of any other individuals available to support them nor respond to their enquiries.

**Finding 20:** The creation of the MoSA call centre was a significant achievement that effectively streamlined feedback and complaints management within MoSA, and improved efficiency. Yet, NPTP beneficiaries preferred to be supported by their primary MoSA points of contact - the SDC social workers. In addition, the MoSA hotline is not toll-free and unable to respond directly to questions relating to eligibility and exclusion.

166. The NPTP communication strategy<sup>121</sup> was continuously updated throughout the project. The strategy itself was drafted in collaboration with MoSA in September 2021 with the communications plan updated and adjusted based on NPTP programmatic changes.<sup>122</sup> The strategy successfully went beyond providing information and guidance to NPTP beneficiaries in relation to issues such as redemption of assistance, and included tools to address questions by non-beneficiaries, government institutions, donors and potential future donors.

167. Challenges were faced in implementing some of the communication strategy activities as a result of a combination of external factors, reducing its effectiveness. This included the government reshuffle of September 2021 which required all communication to be put on hold due to the change of the MoSA communication advisor; the spread of COVID-19 in 2020-2021 which limited the ability to undertake communication content collection missions; lack of dedicated communication staff at MoSA combined with change in feedback from the government on the jointly produced products; and intermittent internet connection at MoSA. As a result, the communication materials targeting beneficiaries were prioritised, particularly from 2021, to ensure awareness of the programme, and the duties and rights of those benefitting from it.<sup>123</sup>

168. In line with the integration of the NPTP and ESSN, with first payments made in October 2024, the WFP-supported MoSA call centre was opened to respond to queries about GoL safety nets for vulnerable Lebanese. However, the majority of NPTP FGD participants complained of what they described as the “distant management” of the integrated safety net. Several regretted that they no longer had direct interlocutors at the SDCs, with communication strictly restricted to bulk messaging and the MoSA hotline. Former NPTP beneficiaries familiar with the local SDCs said that they could no longer receive support from them with relation to the cash assistance, as social workers could do no more than tell them to call the MoSA hotline number. Several said this was in sharp contrast with previous practice, whereby they would seek information and support from the SDCs directly.

169. SDC field coordinators specified that they used to liaise with the WFP Social Protection Unit Assistants

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<sup>121</sup> Output 2.1.3 of the project results framework

<sup>122</sup> 3<sup>rd</sup> Interim Report to the EU

<sup>123</sup> WFP Lebanon 3<sup>rd</sup> and 4<sup>th</sup> Interim Reports to the EU Trust Fund (MADAD) - 13.02.2021 to 12.02.2022 and 13.02.2022 to 12.02.2023 respectively

to address issues with them directly whenever possible, e.g., issues with beneficiary cards that did not require reaching out to MoSA. SDC staff interviewed noted that this coordination process had been very effective. Thus, most NPTP FGD participants felt that the MoSA call centre was not as effective in resolving their issues, with what they described as limited follow-up. Indeed, call centre operators are not yet in a position to respond to eligibility queries for AMAN as MoSA does not own beneficiary data (which is held by PCM), an issue which was clearly frustrating for former NPTP recipients.

170. NPTP FGD participants were not satisfied with the fact that the MoSA hotline was not toll-free. Thus, because of often long waiting times before speaking with an agent, they said they needed to charge a sufficient amount of money on their mobile line before calling it and/or letting the call drop.

171. The SDC staff FGDs and interviews revealed frequent errors in the beneficiary phone numbers held and communicated by MoSA at central level. They mentioned regular cases of selected individuals not receiving the SMS informing them they were selected. Several former NPTP recipients not integrated into AMAN stated that they had not received any SMS informing them they had been dropped from the programme. They learnt from the ET member that the WFP database listed them as being discontinued from the programme (hence being included in the FGD), while beneficiaries had been hopeful that there had simply been a delay in the assistance.

172. SDC interviewees and FGD participants mentioned that some beneficiaries did not receive MoSA's SMSs at times, so they were not aware of crucial information, including when they were selected for assistance. Social workers in two locations recalled cases where beneficiaries discovered their eligibility months after the assistance had been granted – and said they had not been able to retrieve the entire assistance missed.

173. SRSN and current AMAN FGD participants said misspelling of their names in SMS received from MoSA had prevented some individuals from withdrawing their entitlements. An MTO agent managing a high assistance density location spoken to during this evaluation recalled declining giving cash to about 10 percent of the people coming to their office because they said their names on the SMS did not perfectly match the names on their IDs. They admitted making some rare exceptions for very minor mistakes in the names of people they personally knew but insisted these exceptions could not be done in the vast majority of cases, as work required ensuring the names matched those of the official IDs.

174. WFP FO staff, SDC directors and social workers lamented that such basic information could no longer be directly inputted into the database by SDC staff, as had been possible for the NPTP, when they could liaise directly with the WFP SPU Assistants on such issues. They explained that beneficiaries now had to contact the MoSA call centre for that purpose. These same key informants deplored the fact that this forced poor households to spend mobile credit to update information necessary for receiving their entitlements. SDC staff on their end were extremely frustrated by the fact that they could no longer provide much-needed regular updates to MoSA data.

**Finding 21:** The LOUISE system streamlined MPC assistance delivery and monitoring and improved efficiency. Coordination with UNHCR was found to be smooth and efficient.

175. WFP interviewees emphasised that the LOUISE system had been key in improving efficiency, streamlining the MPC cash assistance under the MADAD project. WFP relied on the UNHCR server for the delivery and management of the 'green cards' (the common payment card for the LOUISE system) which had optimised security, including through rigorous processes for card distributions involving face and eye recognition, and spotting of card misuse cases, which significantly enhanced the WFP card distribution processes. Other key components of the LOUISE partnership included the common national vulnerability assessment (the VASyR); one FSP; one distribution card; one training; one communication; and one card administrator.

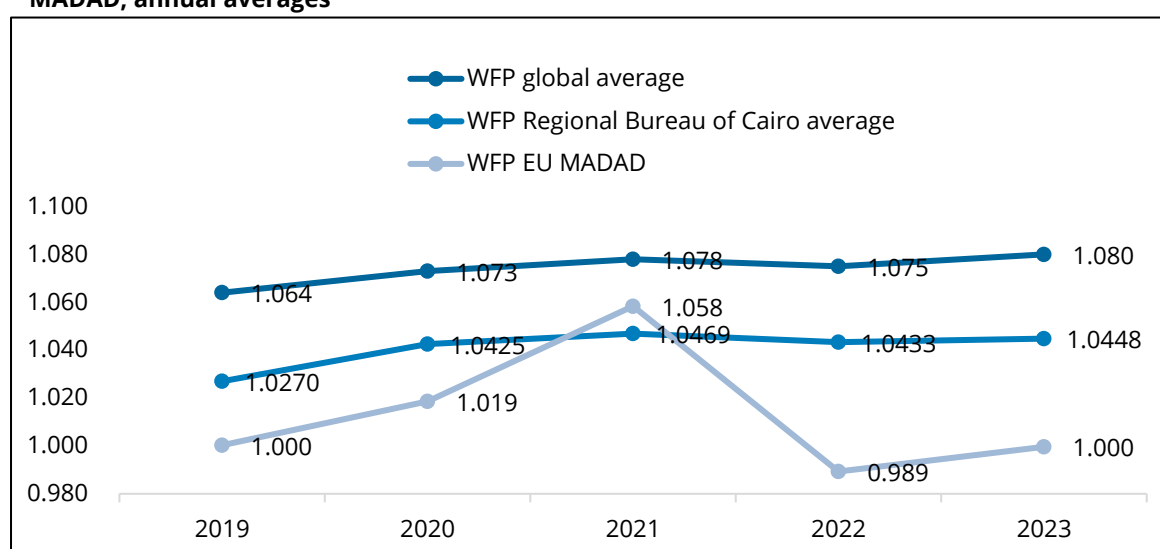
176. WFP FO respondents said LOUISE also streamlined monitoring activities by allocating monitoring of MTO offices and banks between the two partners, while beneficiaries could withdraw their entitlements at outlets contracted by any of the two agencies. They unanimously emphasised that coordination with UNHCR had been extremely smooth and allowed for speedy resolution of the issues spotted by field monitoring.

**Finding 22:** The MADAD project was highly cost-efficient in delivering cash transfers despite major economic

instability during project implementation, partly as a result of the adoption of an effective Humanitarian Exchange Rate (HER) as of April 2021 and the dual currency redemption later on.

177. The MADAD project achieved high cost-efficiency in delivering cash transfers despite a disadvantageous economic environment throughout project implementation. FSP transfer fees and other delivery costs, CBT management staff costs, and Cooperating Partner costs taken together were indeed significantly lower than the WFP regional and global averages during the same period (Figure 12). It cost the MADAD project 0.9 cents to transfer 1 USD between 2019 and 2023, compared to 2.7-4.7 cents for the Regional Bureau of Cairo (RBC) programmes and 6.4-8.0 cents for WFP globally during the same period. The adoption of an effective Humanitarian Exchange Rate (HER) and the NPTP dual currency redemption as of 2021 partly contributed to the high cost-efficiency of the MADAD cash transfer delivery. Beyond cash transfer costs, taking all relevant project costs into consideration,<sup>124</sup> it cost the Country Office 4.4 cents to transfer one US dollar on average throughout the project's duration, and 11.5 cents in total when including WFP indirect support costs.

**Figure 12. Cost per USD transferred (CBTCV Transfer Modality costs only) - WFP global, RBC and MADAD, annual averages**



Source: Evaluation team with MADAD project data and WFP OEV data

178. The breakdown of annual costs in Figure 13 below shows that total implementation costs increased from 1-2 percent in 2019-2020 to 4 percent in 2021. This may be related to the economic uncertainty prevailing at the time, compounded by the COVID-19 pandemic. The Direct Support Costs (DSC) – mainly staffing costs – increased by 1,265 percent in 2020, while the total beneficiary caseload increased by 100 percent over the same period. In 2022, the MADAD project achieved significant economies of scale whereby 45 percent of the MADAD total costs spent this year, while 75 percent of the MADAD NPTP caseload and 38 percent of the MADAD MPC caseload were supported. This thus reduced the share of fixed implementation and DSC that year. In addition, the transfer value costs were successfully minimised in 2022 and 2023, at least in part thanks to the dollarisation of NPTP (in September 2021) and adoption of an effective HER for MPC in 2021.<sup>125</sup>

179. A factor contributing to the high transfer values over the first two years of the project was the differential between the preferential HER used by WFP to transfer funds to Lebanon and the continually decreasing parallel market exchange rate which was de facto indexed to market prices – and thus the

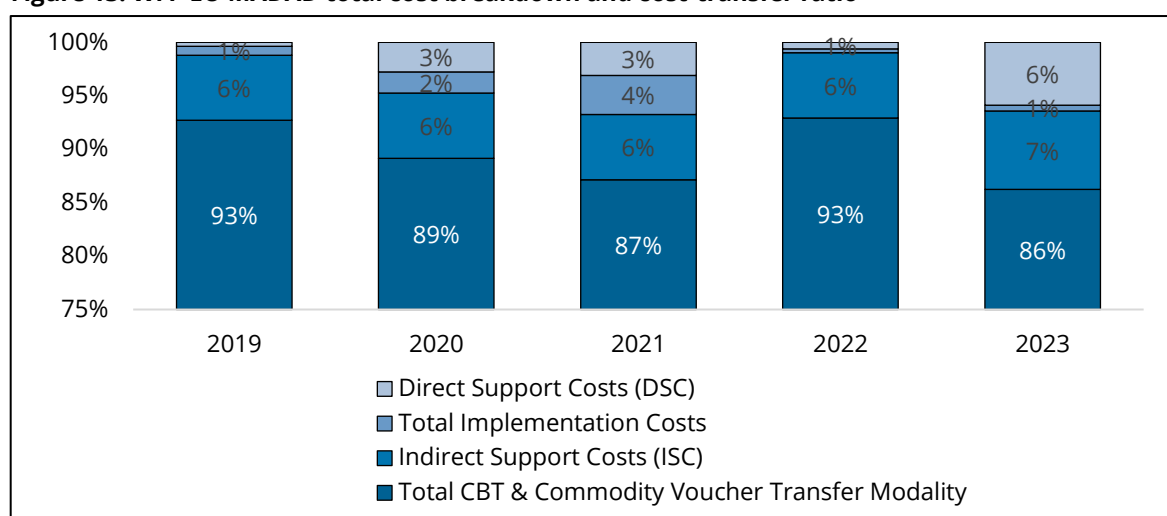
<sup>124</sup> The capacity-strengthening costs were excluded as they are not related to actual cash transfers.

<sup>125</sup> See Annex 12, Preferential and market exchange rate differentials, p117.



SMEB.<sup>126</sup> To address this issue, in April 2021, WFP with other LOUISE partners, successfully negotiated a floating HER aligned with the parallel market that allowed significantly minimisation of the costs related to USD-LBP exchange transactions. In September 2021, these costs were entirely removed for the NPTP, as NPTP beneficiaries were able to withdraw at least most of their entitlements in USD. Dual currency was reintroduced later for MPC, in May 2023 (Annex 12).

**Figure 13: WFP EU MADAD total cost breakdown and cost-transfer ratio**



Source: Evaluation team with MADAD project data

### 2.3.2 EQ 3.2 To what extent were TA outputs delivered within the intended timeframe

180. As achievement of TA outputs within intended timeframes was not covered by the NPTP DE, this evaluation has undertaken an assessment of the achievement rates and timeliness of Objective 2 outputs primarily through a review of available documentation<sup>127</sup> combined with perceptions of WFP interviewees on output delivery. The limited number of interviews with central level MoSA stakeholders and the absence of MoSA staff who were in post during the timeframe of the MADAD support due to changes in government hindered the ability of the evaluation to gather their perceptions.

**Finding 23:** With the exception of the Beneficiary Data Management System which was put on hold with the emergence of the ESSN, all MADAD outputs were achieved. There were some initial delays in the achievement of a number of outputs as a result of lack of dedicated MoSA capacity to enable and ensure collaboration with WFP which impacted on their timeliness, but all outputs were ultimately achieved by the end of 2024.

181. As noted under EQ 2.2 above, there were some delays in progress in the first two years of MADAD, resulting in an extension of the TA component in the first amendment to the contract. In spite of this, a number of outputs were achieved in 2019 and 2020 including training of MoSA staff at central and local levels to ensure improved capacity to implement the NPTP; the existence of a fully operational appeals mechanism for refugees; and the initial NPTP communications strategy developed.<sup>128</sup>

182. Although progress was made on M&E tools, GRS, and communications in the first year of MADAD, the reported lack of specific MoSA units to deal with these issues which limited early collaboration with WFP in designing and implementing these initiatives.

<sup>126</sup> This is due to Lebanon's high dependency on imports.

<sup>127</sup> Interim reports to the EU (reports 1 – 5); QIN Q4 2024.

<sup>128</sup> As highlighted in the interim reporting on the project, the communications strategy, which was endorsed by MoSA, included (among other things) briefing materials, presentations and audio-visual materials on NPTP assistance, redemption processes, and the application-enrolment cycle.

183. The communications component required extension into 2022 with regular updating as the lack of dedicated communication staff for the NPTP at MoSA, combined with regular change in feedback from the government on materials produced and also due to lack of electricity and internet at MoSA, caused delays. When possible, exchanges were carried out offline in order to overcome the latter hinderance.

184. As can be seen in Annex 14, with the exception of the BDMS, Objective 2 outputs were achieved during the project timeframe.

## 2.4 EQ4 – How impactful was the MADAD project on strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees? (impact)

**Summary of key impact findings:** The cash transfers to vulnerable Lebanese and Syrian refugees made a critical short-term impact by averting destitution. Lack of transparency in beneficiary selection criteria meant that households were uncertain for how long they would be supported, which added to their ongoing stress and increased community tension. Few protection issues were reported at cash redemption points, but several cases of intra-household coercion and abuse were identified, mainly affecting women. The project successfully implemented measures that minimised the risks of fuelling intra-community tensions.

**2.4.1 EQ 4.1 Did the MADAD project have any positive or negative, intended or unintended impacts on the social, and economic well-being of the beneficiaries? If so, was there any difference among beneficiary groups? Did the project have any positive or negative impact on the communities, specifically on social stability and intra and inter communal dynamics and relationships?**

**Finding 24:** The MADAD project averted immediate destitution, enabling beneficiaries to cover essential costs at least in the short-term, including food and medicine. Yet, the constant concern about being excluded from assistance engendered anxiety among both MPC and former NPTP recipients.

185. MPC and NPTP FGD participants unanimously praised the impact of the cash assistance on their lives, which they used to secure food and life-saving medications among both groups, stave off eviction (particularly among Syrians), and keep children enrolled in school (particularly among Lebanese). These were tangible benefits that would not have been impossible without the assistance.

186. Both MPC and NPTP recipients described the modest transfers not as a complete solution, but as a vital buffer against Lebanon's relentless shocks. Several said that simply knowing a small cushion was there eased their day-to-day anxiety. Many MPC respondents viewed the assistance as their "last lifeline" in Lebanon. Yet FGD participants described an unrelenting anxiety of being cut off, particularly MPC recipients after the suspensions of March 2025. They said this uncertainty deepened dependency, as families struggled to plan beyond the next payout.

**Finding 25:** The NPTP DE and the Joint Action DE found that the lack of clarity in the targeting approach generated mistrust among both MPC and NPTP beneficiaries. Among the latter group, evidence suggests the lack of clarity in targeting fuelled public discontent towards Lebanese state authorities.

187. NPTP FGD participants reported that the NPTP created some tensions within communities between those selected and those not, as people did not understand the criteria being used. They reported jealousy and distrust when others with formal employment received social protection assistance while unemployed peers were excluded. Further resentment flared when some households perceived as "better-off" by community members retained benefits while others were cut off. Several men respondents admitted that they did not tell people in their neighbourhood that they were receiving support for fear of creating tension.

188. Several NPTP respondents stated that large irregularities allegedly took place in the initial NPTP selection process which they described as highly politicised. They argued that individuals connected to highly influential government officials interfered in the selection process. The SDC directors and coordinators interviewed similarly emphasised the critical lack of transparency in the selection criteria used, thereby leading to what they described as "*unsubstantiated rumours of irregularities in the targeting process (...) and of various forms of interferences*". They thought that as long as there was no transparency, such rumours and

resentment locally would prevail. A MoSA respondent recalled that the NPTP beneficiary scores had been made available publicly in the early years of the programme.

189. NPTP respondents in Akkar noted that a key advantage of both the NPTP and ESSN was that selection was centralised nationwide, not relying on local municipalities. They explained that basic assistance programmes managed by different NGOs relying on municipalities for targeting were often captured by local elites who prioritised their supporters without consideration for the poor. Respondents in Akkar praised the fact that both programmes bypassed local authorities.

190. MPC FGD participants did not speak of similar tensions between Syrian beneficiary and non-beneficiary households. Yet all strongly wished WFP could provide clarity as to how selection was made “as a matter of transparency.” In their view, selection was “random”, citing multiple cases of exclusion and inclusion errors. Several respondents wondered how the selection had been made as they were unaware of any household-level data being collected by WFP or other agencies.

**Finding 26:** Few protection issues were reported at NPTP and MPC redemption points. Regular cases of commissions being paid were identified particularly at MTOs and towards Lebanese NPTP recipients. These issues are known to WFP and were adequately followed up. Beyond redemption points however, the NPTP’s exclusively remote communication through SMS bulk messaging led to some reported cases of intra-household coercion and abuse that disproportionately affect women. These issues escape field oversight.

191. Neither men nor women FGD MPC or NPTP participants reported any protection issues at the cash redemption points. According to the WFP process monitoring data of September 2023-December 2023, less than one percent of both Syrian and Lebanese recipients reported protection issues on site,<sup>129</sup> such as discrimination, sexual harassment, robbery, or armed conflict.

192. Through its CPs and feedback from SDCs and social workers, WFP was aware of problems such as harassment at ATMs which, according to WFP reporting,<sup>130</sup> worsened at times of overcrowding. A study on WFP’s contribution to peace in Lebanon<sup>131</sup> found that tensions intensified with the increase in transfer values to refugees, as the Lebanese perceived refugees to be better-off due to their receipt of humanitarian assistance. To address this, WFP increased monitoring of retail shops and ATM locations, and increased redemption points. This led to beneficiaries reporting their ability to access the assistance in a more safe and dignified manner.

193. None of the FGD participants reported knowing individuals who had paid to be registered nor to receive the cash assistance. Reports of these protection issues were noted in WFP process monitoring data, an average of 0.9 percent of Syrian refugee recipients and 5.7 percent of Lebanese recipients reported paying a commission at the site, a practice strictly prohibited by WFP. No information on the individuals taking such commissions was available from monitoring reports and FGD participants did not specify who was demanding the commissions.

194. Several SDC coordinators and social workers stated that the NPTP communication through SMS bulk messaging exclusively was problematic for specific populations such as people who did not have phones, were illiterate, or have visual impairments, among others. They found that this affected women disproportionately as they were exposed to intra-household coercion and abuse, particularly in conservative areas where women could not read SMS notifications or travel independently.

**Finding 27:** In a context of marked hostility towards Syrian refugees in Lebanon, MADAD successfully endorsed measures during the second half of the project that minimised the risks of further fuelling the

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<sup>129</sup> As per the WFP process monitoring data of September 2023-December 2023, 0.45% of recipients at an ATM and 0.26% of recipient at an MTO reported protection issues on site. The difference in percentages is likely to have occurred by chance alone (p=0.58), suggesting there is no real difference.

<sup>130</sup> For example, the 2021 ACR

<sup>131</sup> Tschunkert. K Dr., The World Food Programme’s Contribution to Improving the Prospects for Peace in Lebanon SIPRI (September 2021)

existing tensions noted by the Joint Action evaluation.

195. Prior evaluations,<sup>132</sup> programme reporting (WFP Annual Country Reports) and KIIs indicate that, during the early course of the programme, elements of the programme and by ongoing misunderstandings/perceptions of the value and targeting criteria for the programme/assistance further strained the already tense inter-community relations between the Syrian refugee and the host Lebanese communities.

196. Several MPC respondents explained the assistance engendered tensions with the Lebanese community members with growing discrimination towards them, in largely fuelled by rumours that Syrians were receiving greater financial support than the Lebanese. Several complained that their Lebanese landlords exploited them by increasing their rent as they knew they were receiving cash assistance. In Saida, several said their landlords increased their rent in May 2023 when they learnt that MPC dual currency redemption was reinstated with one condemning that *“it really became a business for some (...)”*.

197. Several SDC interviewees found that such tensions were most prominent at the onset of the economic crisis in 2019 and 2020 when Syrians were seen as receiving significantly more support than Lebanese. Several thought that the measures taken subsequently were considerate of the growing social tensions, including broadly aligning the MPC and NPTP cash assistance amounts, staggering MPC and NPTP redemption dates and diversifying redemption points. Several respondents stated this helped to not further fuel tensions. WFP documentation highlights that another key measure adopted in order to try and contribute to social cohesion was to expand interventions targeting Lebanese.

## 2.5 EQ5 – How coherent was the MADAD project with national emergency and social protection frameworks and policies?

**Summary of key coherence findings:** The MADAD project was coherent with the National Social Protection Strategy, with other humanitarian assistance and with other interventions within WFP’s portfolio. However, leveraging the complementarities was often challenging due to the complex political context and varying national systems and interventions. As a result, there were limited explicit linkages between interventions.

### 2.5.1 EQ 5.1 To what extent has the MADAD project been coordinated/interacting with other programmes targeted at refugees and vulnerable Lebanese within WFP’s portfolio?

**Finding 28:** There was clear complementarity between the MADAD project and other interventions within WFP’s portfolio, particularly the ESSN service delivery and the 2024 SRSN activation. However, there were no explicit linkages between the different components of MADAD and WFP’s other interventions targeted towards vulnerable Lebanese and Syrian refugees, such as livelihoods and school meals interventions.

198. The MADAD project aligns with WFP Lebanon’s CSPs 2018-2023 and 2023-2025.<sup>133</sup> A review of available documentation<sup>134</sup> shows that there has been interaction or complementarity between the MADAD project and other WFP interventions targeting Syrian refugees and vulnerable Lebanese including resilience activities, school feeding, supply chain work and other social protection activities (Annex 15 Annex 15).

199. Although the different WFP interventions are complementary to the different components of MADAD, there is no evidence of an explicit interlinking between the interventions and MADAD in the design or implementation phases, with the exception of the ESSN service provision and the more recent SRSN.

200. As noted in EQ1.1 the lack of clearly defined or documented connection between the cash components of MADAD and other longer-term assistance, such as resilience and livelihood support for both

<sup>132</sup>NPTP 2025 DE Evaluation - WFP 2025 “Evaluation of the National Poverty Targeting Programme (NPTP) in Lebanon: January 2019 – August 2024, Decentralized Final Evaluation Report DRAFT” (12 Feb 2025) and WFP & UNHCR 2023 Evaluation of the UNHCR/WFP Joint Action for Multipurpose Cash Assistance in Lebanon (2019-2021) DE final report

<sup>133</sup> Activities 1, 5 and 6 for 2018-2023, and 1, 2 and 5 for 2023-2025. See Annex 15.

<sup>134</sup> WFP Lebanon ACRs and MADAD project Descriptions of Action; ACRs; Joint Action DE; NPTP DE; MADAD interim reports.

vulnerable Lebanese and Syrian refugees, prevents MADAD from being considered as “cash plus”. A “cash plus” approach would combine the core component of cash assistance with complementary interventions targeted at the same populations.<sup>135</sup> This is perhaps not unsurprising given the different targeting approaches adopted across the interventions.

201. There are more clearly defined links between MADAD and the Beirut port blast intervention (with similar provision of cash assistance to cover basic needs), the ESSN service provision and WFP’s 2024 SRSN. The ESSN service provision (Activity 7 of the 2023-2025 CSP) and the SRSN relied on a number of critical aspects of the NPTP which had been developed with MADAD support. According to interviewees, this included WFP-trained social workers undertaking data collection for ESSN verification; the use of the NPTP governance structure; and the use of the GRM which was initially designed for the NPTP. The 2024 SRSN used unified data on households covered by the NPTP-ESSN recertification exercise (undertaken by social workers). With WFP support, the Government was able to horizontally expand the safety net, adding the conflict impact index to provide cash assistance to affected households.

## **2.5.2 EQ 5.2 How well has the MADAD project aligned with the broader humanitarian response framework in Lebanon, including emergency assistance, the social protection landscape, the National Social Protection Strategy, and the humanitarian-development-peace nexus in Lebanon?**

**Finding 29:** Over the course of the project, the country has lurched from one crisis to another and been mired in political instability. As a result, it has been difficult to ensure coherence between MADAD and the broader humanitarian response framework, the social protection landscape and the nexus.

202. As highlighted in WFP’s 2023-2025 CSP, WFP’s interventions in Lebanon, including all components of the MADAD project, aimed to align with the humanitarian-development-peace (HDP) nexus and in turn with the Lebanon Crisis Response Plan (LCRP)<sup>136</sup> for 2017-2022<sup>137</sup> (now the Lebanon Response Plan) and Lebanon’s Reform, Recovery and Reconstruction Framework (3RF), among other strategies.

203. Stakeholders emphasised that the L(C)RP provided an example of an opportunity for HDP programming, co-led by the GoL and the UN. However, there have been several challenges. Nexus programming has been stymied as Lebanon has experienced a series of successive crises (see EQ 2.1.3), including the escalation of hostilities in 2024. This context has forced all stakeholders to pivot from humanitarian programming to resilience approaches and back to life-saving humanitarian responses. KILs highlighted that nexus programming was difficult without functioning institutions and consistency of leadership. Inflexible donor funding avenues, which were strictly tied to humanitarian response or development interventions also stymied efforts to contribute to the nexus.

204. Additionally, the political complexities of implementing cash-based programming, particularly for Syrian refugees, were reported to have increased over time. More recently, with new arrivals from Syria, questions remain over whether there is GoL support to provide them with cash-based assistance.

**Finding 30:** NPTP-ESSN alignment was challenging, particularly with the adoption of different systems and processes. Following the 2023 due diligence review and the subsequent unification of the two safety nets, for which WFP remains the service provider, the need for coherence has dissolved.

205. WFP has been a consistently active member and/or co-lead of various sector working groups as well as a participant in the EU and World Bank co-chaired Social Safety Net forum. Participation in the forum has facilitated synergy between WFP NPTP activities particularly during the emergence of the ESSN and the 2024 triggering of the SRSN. The forum met twice per year and was considered by stakeholders to be useful for information-sharing and reflection on milestones but was not a technical or coordination forum.

206. Challenges emerged during the rollout of the ESSN in 2020, possibly due in part to the forum’s limited scope. There was consensus among interviewees (both within and outside WFP) that there were coordination

<sup>135</sup> <https://www.calpnetwork.org/cash-and-voucher-assistance/types-of-cva/>

<sup>136</sup> For example, addressing food assistance needs of the most vulnerable Lebanese communities through the NPTP.

<sup>137</sup> The LCRP includes the provision of comparable support to Syrian refugees and vulnerable Lebanese HH

difficulties between stakeholders when the ESSN was developed and during the NPTP integration process, particularly related to the existence of different information systems for the two safety nets. This was reported to in part be as a result of a lack of alignment at different levels within MoSA.

207. Despite these gaps, stakeholders were clear that there was critical alignment in key areas including the vital role played by the trained social workers and the establishment of the GRM. The 2023 due diligence review alleviated some of the tension between the two safety nets and WFP's role as service provider for both NPTP and ESSN (from 2022) and post-unification has contributed to increased coherence.

**Finding 31:** The NPTP was well aligned with the NSPS but, as a result of the country's fragmented social protection system, lacked linkages with other key services such as health and education.

208. With the support of the International Labour Organization (ILO) and the United Nations Children's Fund (UNICEF), the government's NSPS was launched in February 2024 – the result of significant work by a range of stakeholders which was initiated in 2019. The NPTP DE confirmed strong alignment between the NPTP and the NSPS, a sentiment echoed by interviewees for this evaluation.

209. FGDs with NPTP beneficiaries highlighted the lack of linkage with essential education, health and GBV services, primarily due to weak referral systems. This disconnection was considered by NPTP beneficiaries, social workers and SDC staff to hinder a comprehensive approach to poverty alleviation. Given the recognised fragmentation and institutionally siloed social protection programming in Lebanon, this lack of coherence was outside the control of WFP and MADAD.

210. Specifically contributing to Initiative 4.2 of the strategy,<sup>138</sup> WFP worked with MoSA to develop a shock-responsive social safety net to respond to the escalation in conflict between September and November 2024.<sup>139</sup> The strategy was drawn from the experience of MoSA's launch of a shock-responsive social safety net in September 2024 with technical support provided by WFP, allowing for the expansion of existing safety nets to cover newly vulnerable families for whom MoSA and WFP had verified data.

211. According to interviewees and documentation, alignment with the BAWG standards has been consistent and positive throughout MADAD. As noted above, the MPC component in particular has required extensive coordination and collaboration with UNHCR, the co-chair of the BAWG, and with MoSA. This coordination relates to cash and voucher standards and, as emphasized in the Joint Action DE, regarding critical issues such as the establishment of the SMEB, the annual VASyR, joint targeting and advocacy work (on transfer values for example).

## 2.6 EQ6 – How sustainable are the activities funded through the MADAD project?

**Summary of key sustainability findings:** The technical assistance provided through Component 2 was a significant starting point to ensuring MoSA has the necessary institutional structures to continue to implement shock-responsive social protection. However, more work is required to ensure sufficient staff and capacities at all levels and to bridge the disconnect between local and central levels.

### 2.6.1 EQ 6.1 To what extent does the Government of Lebanon have the capacity/willingness to continue shock responsive social protection (SRSP) beyond MADAD support?

**Finding 32:** The MADAD project provided critical TA particularly in relation to trained social workers and the functioning GRM. However, stakeholders consistently highlighted the lack of connection between local and

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<sup>138</sup> "Enhance system capacity to respond to crises by embedding shock responsiveness in existing (and future) schemes, including enabling environment, program design, and delivery systems. In particular, the NPTP and social grants programs should include operational, data and financing features for 1) scale-up ("vertical expansion") – whereby the value or duration of benefits for existing SA beneficiaries is increased temporarily, and 2) scale-out ("horizontal expansion") – whereby the number of beneficiaries in an existing SA program is increased temporarily."

<sup>139</sup> "A Strategy to Operationalize a Shock-Responsive Social Safety Net" (undated)



central levels – an issue which has become more prominent since the integration of the NPTP and the ESSN which risks negatively impacting sustainability prospects of MADAD’s TA.

212. From a government capacity perspective, a critical advantage of the TA provided through the MADAD project was the participation and involvement of MoSA in the delivery of the NPTP, from field level – the work of the trained social workers - to central level - primarily the establishment of the GRM.

213. According to interviewees and documentation, since the integration of the NPTP and the ESSN these two aspects of the NPTP TA have been leveraged. For example:

- Household level data verification undertaken by social workers (whereas previously, ESSN data was collected by private firms).
- The GRM has been used for the integrated safety net which was horizontally expanded in 2024 for the conflict-related emergency social safety net.

214. In addition, the NSPS indicates the intention to adopt a targeting approach similar to that of the MPC component of MADAD to reduce exclusion errors.<sup>140</sup>

215. However, as noted above under EQ 2.2.2, discussions with stakeholders revealed that there is less connection between the local and central levels since the integration. This has left social workers feeling incapacitated and potentially risks capitalising on the skills garnered under the MADAD-supported TA.

216. Key to assessing the government’s capacity to continue shock responsive social protection in the future is having a full understanding of the government’s vision. While this is set out in the recently published NSPS, there remain gaps in understanding the government’s capacity to actually fulfil its vision. At this stage for example, WFP continues to provide service delivery for the integrated safety and has recently been requested to extend this service beyond the June 2025 deadline. This indicates that the government is not yet in a position to independently manage the safety net, in part due to lack of capacity and the absence of key staff roles and units.

**Finding 33:** Stakeholders were cautiously positive about the government’s commitment to the creation of fiscal space to fund ongoing social protection programming. Political will is apparent, but continued staffing and capacity gaps within MoSA, combined with a continued reliance on donor funding remain potential hindrances to sustainability.

217. From a financing perspective, there was consensus among stakeholders that funding shock responsive social protection will be challenging due to the significant associated costs and current lack of national/exchequer budget. According to interviewees, recent government discussions on fiscal reform have resulted in a cautious optimism among stakeholders that the government is committed to creating the fiscal space to social protection, an aim which is reinforced in the NSPS. The need to move on from the years of reliance on donor funding and lending was emphasised by stakeholders. However, comprehensive solutions to ensure this were not forthcoming in interviews.

218. As acknowledged in the NSPS, the social protection infrastructure in Lebanon is underdeveloped. In addition, the strategy emphasises the number of government ministries required for implementation and to address the weakness identified. These include MoSA and the Ministries of Labor, Public Health, Education, Economy and Trade, Justice, and Finance, in addition to the National Social Security Fund, the National Employment Office. As with funding, interviewees were again cautiously positive about the potential for inter-ministerial coordination but were clear to point out that this remains a key obstacle in terms of continuation of shock responsive social protection.

219. The need to transition towards shock responsive social protection has been a feature of Lebanon’s social assistance landscape in recent years as a result of multiple crises including the dire socio-economic situation, COVID-19, the Beirut Port explosion and the escalation in conflict. These crises have highlighted the importance of enhanced coordination among and between humanitarian organisations and national social

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<sup>140</sup> NSPS p. 33

protection systems, particularly to enable the scale-up of cash assistance using existing systems and infrastructure.

220. A key indication of the government's willingness and potential capacity to implement a shock responsive social protection approach was witnessed when the SRSP was triggered to support those affected and not already covered by a social safety net in response to the escalation of conflict in 2024. Assistance was provided with the support of WFP and other partners and using data verified by MoSA social workers in the 2024 re-certification exercises. The horizontal expansion of the existing safety net (AMAN)<sup>141</sup> saw emergency cash support provided to an initial 65,000 households. In addition, supported by WFP and UNICEF, MoSA launched a registration exercise at the end of 2024 whereby social workers collected socio-economic and conflict data on conflict-affected populations not captured by existing data to form the basis for recovery planning.<sup>142</sup>

## 3. Conclusions and recommendations

### 3.1 Conclusions

221. The following conclusions are based on the evaluation findings and grouped by the evaluation criteria of relevance, effectiveness, efficiency, impact, coherence and sustainability. Annex 16 maps out which findings have led to which conclusions.

#### Overall:

222. The MADAD project was relevant and appropriate for all beneficiary groups. Relevance and effectiveness were ensured through ongoing assessment and analysis which was used by WFP, where feasible, to make critical project adjustments. These adjustments included adapting the MPC targeting model – a significant achievement given the high number of vulnerable people in need – adjusting TVs; negotiating a HER; providing unconditional transfers; and introducing the dual currency. These constant shifts form a valuable basis for future CBT programmes for both displaced and host communities.

223. Combining the provision of CBT through the NPTP with essential TA to the government centrally and locally was a positive operational and strategic investment which ensured WFP's TA support was successful at policy, design and delivery levels. Alignment with the NSPS was clear and facilitated synergy between the NPTP, ESSN and SRSN, contributing to the potential sustainability of the TA.

#### Relevance:

224. **Conclusion 1: While the MADAD programme's unconditional cash assistance was highly relevant and responsive to urgent basic needs, its overall design—particularly targeting under the NPTP—reflected limitations beyond WFP's control that affected inclusivity.** The MPC component employed robust, data-driven targeting and feedback mechanisms that effectively included vulnerable groups such as female-headed households, complemented by adaptive measures like the dual currency option and targeted top-ups to maintain purchasing power amid economic volatility. Gender-sensitive approaches and protection-focused training enhanced the appropriateness of assistance despite the absence of explicit gender or protection objectives. However, WFP had limited influence over NPTP targeting,

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<sup>141</sup> The name for the integrated ESSN/NPTP safety net.

<sup>142</sup> WFP - A Strategy to Operationalize a Shock-Responsive Social Safety Net - Transitioning from Emergency Response to Recovery and Regular Social Protection (2025)

which was controlled by government-led processes, constraining the project's ability to fully ensure inclusive coverage. Despite these challenges, the cash assistance remained a critical lifeline that met the immediate needs of beneficiaries within the scope and constraints of the operating environment.

225. **Conclusion 2: WFP's technical assistance under the MADAD project became increasingly relevant over time, as early delays and the absence of a structured capacity-building plan were addressed through more targeted and institutionalised support.** The formalisation of the partnership with MoSA through a 2023 MoU was a turning point, clarifying priorities and anchoring technical assistance within national structures. Stakeholders at both central and local levels consistently highlighted the value of support in areas such as digital data collection and increased sensitivity to gender and protection—areas directly aligned with strengthening the relevance and responsiveness of Lebanon's social protection system. However, diverging views on the MoSA call centre—welcomed at the central level but seen at the local level as weakening direct engagement with communities—underscored that perceived relevance depends not only on technical effectiveness but also on how well support aligns with the practical realities and expectations of service delivery.

### Effectiveness

226. **Conclusion 3: The MADAD programme's cash assistance was highly effective in providing immediate relief to crisis-affected households, but its capacity to consistently meet basic needs was constrained by the severity of Lebanon's economic conditions and limitations in programme design.** Recipients across all modalities—MPC, NPTP, and PRS/L—consistently described the assistance as a lifeline, particularly following key adjustments such as the introduction of the dual currency option and targeted top-ups, which helped preserve purchasing power amid volatility. The support was equally critical for both women- and men-headed households, with no notable gender differences in coping strategies. However, caps on transfer amounts, combined with inflation and irregular value adjustments, meant the assistance was less adequate for larger households and those with high medical costs. These limitations reflect the challenge of delivering fully effective assistance in a rapidly deteriorating context and underscore the importance of predictable, inflation-responsive support to sustain impact and reduce reliance on negative coping mechanisms.

227. **Conclusion 4: The technical assistance provided by WFP project ultimately proved effective in strengthening MoSA's institutional capacity despite facing considerable structural and political barriers in the early stages.** Challenges such as fragmented coordination between MoSA and PCM, and the emergence of parallel systems under the ESSN initially limited the integration and impact of WFP's support. However, the extension of MADAD funding enabled WFP to achieve key capacity-building objectives, including the establishment of governance structures for the NPTP, development of a beneficiary tracking system, operationalisation of a GRM, and strengthened staff capacity at both central and local levels. These achievements enhanced the effectiveness and accountability of MoSA's social safety nets. Nonetheless, the sustained impact of these gains remains uncertain due to persistent disconnection between central and local levels, particularly following the structural integration of NPTP and ESSN highlighting gaps in the coherence of institutional linkages and uncertainty regarding the long-term commitment to technical assistance outcomes

228. **Conclusion 5: The limited achievement of the C&V campaign's objectives compromised its potential to contribute meaningfully to long-term strategic goals such as building public support, influencing policy, and reinforcing the credibility of social protection responses.** Without clear institutional ownership by WFP and the EUD in Lebanon, and in the absence of a coherent strategy toward MoSA, the campaign struggled to gain traction or resonate with key audiences. Political sensitivities—both domestically and in EU Member States—further constrained messaging. These factors diluted the campaign's immediate impact and reduced its ability to build sustained engagement, transparency, and trust in the broader response, weakening the enabling environment needed for durable policy and funding support.

### Efficiency

229. **Conclusion 6: Cash assistance under the MADAD project was delivered through generally efficient systems despite economic instability, and well-regarded operational processes.** WFP implemented a range of effective measures—such as the LOUISE system, staggered payments, expanded

redemption points, and coordination with UNHCR—which streamlined delivery and improved user experience. Beneficiaries largely found the redemption process smooth and reliable. However, communication mechanisms, though technically efficient, were perceived as impersonal or inaccessible, particularly due to the lack of toll-free support (which is only available for emergency numbers in Lebanon). Efforts to address this, such as deploying outreach volunteers and supporting the MoSA call centre, showed potential but remained limited in scale or responsiveness. At the financial level, the cash transfer delivery was highly cost-efficient despite economic instability including volatile exchange rates.

230. **Conclusion 7: While all planned technical assistance outputs under the MADAD project were ultimately delivered, delays in early implementation reduced their potential to generate timely impact and limited their contribution to real-time decision-making and systems strengthening.**

### Impact

231. **Conclusion 8: The MADAD project provided critical short-term economic relief, enabling beneficiaries to meet essential needs and avoid immediate destitution, but its design and delivery also revealed overlooked risks to individual well-being, particularly for women.** While the cash assistance was effective in offsetting some of the impacts of Lebanon's economic crisis, the exclusive reliance on remote communication—such as SMS messaging—limited direct engagement and field oversight. This created blind spots where intra-household coercion and abuse could occur, disproportionately affecting women and underscoring the need for more accessible and protective communication channels in future programming.

232. **Conclusion 9: The MADAD project had both stabilising and destabilising effects on community dynamics, reflecting the delicate balance between addressing urgent needs and maintaining social cohesion in a highly fragile context.** On one hand, the assistance helped reduce pressure on vulnerable households and, through careful adjustments in the latter stages of the project, successfully avoided fuelling existing tensions between host and refugee communities—an important achievement given rising hostility towards Syrian refugees in Lebanon. On the other hand, unclear targeting criteria and limited transparency generated mistrust among recipients of both the NPTP and MPC, contributing to perceptions of unfairness and, in the case of Lebanese beneficiaries, fuelling discontent toward state institutions. These mixed outcomes highlight the challenge of pairing effective delivery with transparent communication and inclusive processes to reinforce trust and social stability in complex environments.

### Coherence

233. **Conclusion 10: While the MADAD project aligned well with key WFP social protection initiatives, its limited integration with other programme areas constrained its potential to contribute to more holistic and sustainable outcomes for vulnerable populations.** The project demonstrated strong complementarity with service delivery under the ESSN and the activation of the SRSN in 2024, reinforcing WFP's broader social protection objectives. However, the absence of explicit linkages with other interventions—such as livelihoods and school meals—meant that opportunities to build resilience, promote food security, and support long-term graduation out of poverty were not fully leveraged reduced the project's ability to deliver a more comprehensive and layered response to the complex needs of both Syrian refugees and vulnerable Lebanese.

234. **Conclusion 11: Efforts to align the MADAD project with Lebanon's broader humanitarian response and social protection framework achieved important successes but were also hindered by systemic fragmentation that limited full coherence across sectors and services.** While the NPTP was well aligned with the NSPS, structural fragmentation across sectors prevented meaningful linkages with essential services like health and education. Coordination between the NPTP and ESSN posed additional challenges due to the adoption of separate systems and processes. However, the 2023 due diligence review and the subsequent unification of the two safety nets—under WFP's continued service provision—resolved the immediate need for alignment between them. Nonetheless, the broader ambition of coherence across the humanitarian-development-peace nexus remained difficult to realise in a context marked by overlapping crises, political volatility, and institutional fragmentation.

### Sustainability

235. **Conclusion 12: There are encouraging signs of political will and institutional commitment within the Government of Lebanon to sustain shock-responsive social protection beyond MADAD, yet persistent capacity and financing constraints continue to undermine long-term viability.** Stakeholders expressed cautious optimism, noting government interest in continuing support for vulnerable populations. However, ongoing staffing and capacity gaps within MoSA, along with structural dependence on external funding, raise concerns about the government's ability to independently manage and finance a sustainable SRSP system. These limitations risk stalling progress made under MADAD unless addressed through broader systemic investment and institutional strengthening.

## 3.2 Lessons learned

236. The cash components of the project included a number of critical features which can be used for broader learning to ensure future cash projects remain relevant and effective, even in volatile contexts like Lebanon. Success factors from the MADAD project that can be used for future cash programming include:

- The critical importance of regular monitoring, assessments and feedback from communities which was subsequently used to inform critical project adjustments
- The provision of unconditional and unrestricted transfers as the most relevant and effective form of cash transfers
- Introducing a dual currency option to preserve purchasing power in countries with volatile economic conditions
- Aligning TVs with the [S]MEB gap based on ECMEN where feasible
- Gender-sensitive targeting to enhance inclusiveness
- Diversification and increase in redemption points
- Use of the joint delivery mechanisms to enhance efficiency

237. The project highlighted that the lack of clear links with resilience-building actions can limit broader impacts of cash programming. WFP should consider the portfolio of activities under the CSP umbrella as well as those of other humanitarian and development actors in country to seek complementarities where possible.

238. Evaluation findings highlight the need for clear communication with regard to inclusion and exclusion from CBT. Clear communication should be pursued regardless of the complexity of targeting models; this was considered important for beneficiaries and non-beneficiaries alike. The evaluation highlighted both the negative individual and community-level consequences arising from unclear communication.

239. The gender integration strategy that has been used for MADAD provides a positive model for future programming. Including gender-related variables in targeting formulas as well as disability and protection-related variables; and the disaggregation of data by gender, age, and nationality helps ensure ongoing project relevance. In line with WFP's 2022 – 2026 Gender Policy, gender analysis should continue to be utilized to identify any gaps in gender equality which marginalize groups of people in terms of access to or benefit from food security and nutrition assistance, and targeted actions for those groups should be factored into programme planning and implementation.

240. Good practices or lessons learned from the TA component that can be replicated in other WFP operations include:

- The effectiveness of an MoU in setting out expectations and establishing a plan of action for the support provided.
- Targeting TA at both central and local levels to ensure improvements in delivery and design processes of social protection programmes.
- The importance of capacity strengthening for frontline social workers to build skills and knowledge but also in reinforcing their essential role and connection with communities.

241. Extending the TA from the initial two years to five years highlighted the importance of not underestimating the timeframes for the delivery of TA, particularly in a context characterised by fractured social protection systems and in the face of limited government financing and capacity.

242. Complementary C&V campaigns require government buy-in and need to be designed and led at country level to ensure the necessary buy-in, taking account of political sensitivities. Campaigns need clear purpose and objectives; roles, responsibilities and accountability approaches which should be included in a RACI matrix; deliverables should be included in WFP unit workplans; and a dedicated project manager should be responsible for campaign delivery.

### **3.3 Recommendations**

243. The following recommendations are derived from the conclusions which flow logically from the evaluation findings (see Annex 16 linking findings, conclusions and recommendations). These initial recommendations were drafted by the ET and revised following a learning workshop with the CO in July 2025 ahead of finalizing the evaluation report.



#	Recommendation	Recommendation grouping	Responsibility (one lead office/entity)	Other contributing entities (if applicable)	Priority: high/medium	By when
	<p><b>Recommendation 1 – Relevance, effectiveness and impact of cash transfers</b></p> <p><b>1.1</b> As implemented by WFP Lebanon, in contexts where the needs of vulnerable populations are wide-ranging and high, the continued provision of unconditional and unrestricted cash transfers should be prioritised to help address short-term essential needs while ensuring maximum choice for recipients on how best to spend their assistance. TVs should be aligned with the [S]MEB gap based on ECMEN to the extent possible. To ensure continued alignment over time, TVs should be reviewed whenever there are significant changes in context and be adjusted taking into account issues such as changing market prices, currency fluctuations and available resources.</p> <p><b>1.2</b> Taking into account Recommendation 4.3.1 of the limitations cited in the Management Response to the Joint Action DE:</p> <p>To the extent possible, increased alignment should be sought between cash assistance and interventions which provide the potential for economic inclusiveness. The adoption of an approach, which would involve linking the provision of cash to complementary activities (e.g. provision of productive assets and/or training) or services (e.g. referral to health or education services), where feasible and where available, to support the potential to improve HH socio-economic</p>	Operations	WFP Lebanon – Programmes and RAM  WFP	UNHCR MoSA	High	Ongoing

#	Recommendation	Recommendation grouping	Responsibility (one lead office/entity)	Other contributing entities (if applicable)	Priority: high/medium	By when
	outcomes in the longer-term. In Lebanon, for Lebanese citizens this is in line with Pillar 1 of the NSPS.					
	<b>Recommendation 2 – Gender integration</b>  <b>2</b> Where resources are available, collaboration with UN Women (or other specialised agencies) to provide gender-related, PSEA and disability inclusion training and capacity strengthening to project partners should continue to be part of WFP's programming and project planning WFP should continue implementing the recommendations from the 2023 Gender Study <sup>143</sup> (such as top-ups for recipients with additional costs related to gender, age, disability and other vulnerabilities). Where SDCs benefit from this training, this is in line with Pillar 4 of the NSPS.	GEDSI	WFP Lebanon - Gender, Protection and Accountability to affected Population team	UN Women	High	End Q3 2025

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<sup>143</sup> UNWOMEN & WFP 2023 Gender and Social Inclusion Analysis of the national Poverty Targeting programme in Lebanon <https://lebanon.unwomen.org/en/digital-library/publications/2023/12/gender-and-social-inclusion-analysis-of-the-national-poverty-targeting-programme-in-lebanon> (Accessed 16/02/25)

#	Recommendation	Recommendation grouping	Responsibility (one lead office/entity)	Other contributing entities (if applicable)	Priority: high/medium	By when
	<p><b>Recommendation 3 – Targeting models</b></p> <p><b>3.1</b> Where WFP has the ability to implement and/or influence targeting approaches, the application of multiple models, as seen with the MPC should be prioritised. In Lebanon, if feasible, WFP should advocate for this approach to be adopted in the Government’s social protection programming and provide the necessary technical assistance to the GoL to support its application</p> <p><b>3.2</b> In line with Recommendation 2.4.1 of the Joint Action DE, WFP and Recommendation 2 of the NPTP DE, further effort is required to build trust with communities to alleviate beneficiary concerns with regard to exclusion from assistance and to create better understanding of why some are selected to receive assistance and others are not. This applies to both Lebanese citizens (particularly former NPTP beneficiaries and is linked to Pillar 1 of the NSPS) and refugees. This recommendation is linked to Recommendation 5 on capacity strengthening.</p>	Targeting	WFP Lebanon – Programmes, RAM, AAP, Country Director	World Bank EUD MoSA UNHCR	High	Q4 2025
	<p><b>Recommendation 4 – TA processes</b></p> <p><b>4.1</b> WFP globally should consider developing more tailored guidance for working with governments to strengthen social safety nets, building on the operational experience and learnings from the WFP Lebanon Country Office (in a similar vein to the interim guidance for cash programming). This</p>	TA	WFP		High	Ongoing

#	Recommendation	Recommendation grouping	Responsibility (one lead office/entity)	Other contributing entities (if applicable)	Priority: high/medium	By when
	<p>should include:</p> <ul style="list-style-type: none"> <li>In countries with fragmented and nascent social protection programmes, WFP should provide TA to strengthen government capacity to implement such programmes. Realistic timeframes for TA provision should be established from the outset and documented in a joint Plan of Action and MoU.</li> <li>TA processes to governmental authorities should start with a consultation process to identify gaps in, governance, safety net design, systems, processes and operation. Subsequently, a joint plan of action setting out expected outcomes, outputs, activities and timelines should be agreed with the authorities from the outset and documented in an MoU.</li> </ul>					
	<p><b>Recommendation 5 – Capacity strengthening</b></p> <p>WFP should hold further dialogue with the Government of Lebanon to identify the potential support that WFP can provide to strengthen connection between MoSA at central and field levels (in line with Pillar 4 of the NSPS), particularly in relation to the GRM, to sustain successful capacity strengthening that has taken place under MADAD at both levels. This could include supporting the government in:</p> <ul style="list-style-type: none"> <li>Vertical integration between central and field/SDC levels of MoSA to ensure that the operational knowledge and updates are transmitted to SDCs (including social workers) and where relevant,</li> </ul>	Capacity strengthening	WFP Lebanon – Programmes and Country Director	EUD ILO UNICEF World Bank	High	End 2025

#	Recommendation	Recommendation grouping	Responsibility (one lead office/entity)	Other contributing entities (if applicable)	Priority: high/medium	By when
	onwards to beneficiaries. This is likely to include strengthening the expansion of GRM services to SDC/social worker level; continued strengthening of verification and M&E data collection activities; standardizing and simplifying updates on issues such as eligibility.					

# Annexes

## Annex 1. Summary Terms of Reference

This Decentralised Evaluation is commissioned by the WFP Lebanon Country Office. It is the final evaluation of the MADAD project: "Strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees" funded through MADAD TF/2019/T04.153 funds, from February 2019 to February 2025.

### **Subject and focus of the evaluation**

The MADAD project targets mainly the most vulnerable Syrian refugees and the Lebanese participating in the National Poverty Targeting Programme (NPTP). It includes the provision of multi-purpose cash (MPC) assistance to Syrian refugees, as well as cash-based transfers (CBT) provided to the vulnerable Lebanese participating in the NPTP. It also includes the technical assistance support provided to the Ministry of Social Affairs (MoSA) for the implementation of the NPTP and broader social protection programmes, the support to Palestinian refugees from Syria (PRS) through UNRWA, and the developed communication campaign for this EU funding. The project is implemented at the national level.

The evaluation will adopt standard UNEG and OECD/DAC evaluation criteria, namely: relevance, effectiveness, efficiency, impact, coherence, and sustainability.

### **Objectives and stakeholders of the evaluation**

The purpose of the evaluation is two-fold: accountability and learning. On accountability, the decentralised evaluation will assess and report on the performance and results of the components covered by the EU MADAD funds.

On learning, the evaluation will assess whether the implementation of the activities aimed at strengthening safety nets in Lebanon unfolded as was planned, explore reasons why intended results occurred or did not occur and whether there were any unintended results (positive or negative). It will also provide evidence-based findings to inform operational and strategic decision-making for both WFP and the EU. A gender and inclusion lens will be applied throughout the evaluation process.

### **Key evaluation questions**

The evaluation will address the following key questions:

#### **QUESTION 1: How relevant was the MADAD project to the needs of the target population?**

The sub-questions explore how well the different components of the MADAD project (cash transfers, emergency support, technical assistance, and support to PRS refugees) have been able to respond to the needs of the beneficiaries, and how well the project adapted to the evolving humanitarian needs of the target populations.

#### **Question 2 - How effective was the MADAD project in meeting its objectives?**

The sub-questions assess the extent to which the cash transfers, technical assistance, and communication campaign of the MADAD project achieved their intended objectives, and whether the cash assistance provided to vulnerable Lebanese and Syrian refugees adequately met their basic needs.

#### **Question 3 - How efficient was the design and implementation of the MADAD project?**

The sub-questions examine the efficiency of the delivery of cash assistance, the cost-efficiency of the cash-based transfer mechanisms, and the efficiency of the implementation of the technical assistance agreement.



for WFP and NPTP.

**Question 4 - How impactful was the MADAD project on strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees?**

The sub-questions investigate how the MADAD project contributed to reducing poverty and vulnerability among the target populations, and how it contributed to equipping national institutions to provide adequate services to vulnerable populations. The sub-questions also explore the intended and unintended impacts of the project on the social and economic well-being of the beneficiaries, and on the communities, specifically on social stability and intra and inter communal dynamics and relationships.

**Question 5 - How coherent was the MADAD project with the national emergency and social protection frameworks and policies?**

The sub-questions assess how well the MADAD project has been interacting with other programs targeted at refugees and vulnerable Lebanese, including other national social assistance programs, and whether the project aligned with the broader humanitarian response framework in Lebanon.

**Question 6 - How sustainable are the activities funded through the MADAD project?**

The sub-questions explore how well the technical assistance component of the MADAD project was designed to ensure effective transition to national systems or other sustainable funding sources beyond its implementation period, and how well the project aligned emergency assistance with the social protection landscape, including the National Social Protection Strategy, and the humanitarian-development-peace nexus in Lebanon.

**Methodology and ethical considerations**

The evaluation will be conducted by an independent team of experts. The team will use a variety of methods to collect data, including document review, interviews with key stakeholders, and focus group discussions with beneficiaries. The team will also conduct site visits to observe the project in action. The data collected will be analysed to assess the project's relevance, effectiveness, efficiency, impact, and sustainability. The evaluation will also consider the project's gender equality and inclusion dimensions.

The evaluation conforms to WFP and 2020 UNEG ethical guidelines. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

**Roles and responsibilities**

**EVALUATION TEAM:** The evaluation will be conducted by a team of independent consultants with a mix of relevant expertise related to the Lebanon context, with expertise in cash-based programmes, social protection, capacity strengthening and complex humanitarian contexts.

**EVALUATION CHAIR:** the evaluation will be chaired by the WFP Lebanon CO Deputy Country Director, who nominates the evaluation manager, approves all evaluation deliverables, ensure the independence and impartiality of the evaluation at all stages, participates in discussions with the evaluation team, oversee the dissemination and follow up process, including the management response.

**EVALUATION MANAGER:** The evaluation will be managed by the head of M&E team. They will be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts, to ensure a smooth implementation process and compliance with quality standards for process and content. Support will be provided by the Regional Evaluation Unit throughout the evaluation process.

**EVALUATION REFERENCE GROUP:** advisory group composed of a cross-section of WFP and external stakeholders from relevant business areas. It provides advice and feedback at key moments of the evaluation process. It is guided by the principles of transparency, ownership and use and accuracy. It is composed of the following core members from the Lebanon CO: Deputy Country Director (Chair), Evaluation Manager (secretary or delegated chair), Head of Programme, Head of RAM, Head of Partnerships and Communication, Head of Social Protection, Head of CBT, Head of Protection and Gender.

And from the Regional Bureau in Cairo: Regional Evaluation Officer, Regional Monitoring Advisor, Regional Programme Unit (Social Protection and CBT), Regional Gender Adviser.

**STAKEHOLDERS:** WFP key stakeholders are expected to engage throughout the evaluation process to ensure a high degree of utility and transparency. External stakeholders, such as beneficiaries, government, donors, implementing partners and other UN agencies will be consulted.

Full Terms of Reference are available on [WFP website](#).

## Annex 2. Evaluation timeline

	Phases, deliverables and timeline	Level of effort	Total time required for the step
<b>Phase 2 - Inception (total duration: Recommended – 1.75 months; Average: 2.1 months)</b>			
ET	Desk review of key documents	(5 days)	10-22 Feb 2025 (2 weeks)
EM/ET	Inception briefings, with REU support as needed	(1-2 days)	18-19 Feb (1-2 days)
ET	Inception mission in the country (if applicable)	(1 week)	24-28 Feb (1 week)
ET	Draft inception report	(2 weeks)	17 Feb – 11 March (3 weeks)
ET	Internal KonTerra QA	(3 days)	11-14 March (1 week)
ET	Submission of first draft IR	(0.5 day)	14 March
EM	Quality assure draft IR by EM and REU using QC	(2 days)	17-18 March (1 week)
ET	Revise draft IR based on feedback received by EM and REU	(2-3 days)	19-21 March (1 week)
REU	Share draft IR with quality support service (DEQS) and organize follow-up call with DEQS, if required	(0.5 day)	21 March (2 weeks)
ET	Revise draft IR based on feedback received by DEQS	(2 days)	07-08 Apr (1 week)
EM	Share revised IR with ERG	(0.5 day)	08 Apr (0.5 day)
ERG	Review and comment on draft IR	(1 day)	15 Apr (2 weeks)
EM	Consolidate comments	(0.5 day)	15 Apr (0.5 day)
ET	Revise draft IR based on feedback received and submit final revised IR	(3 days)	15-17 Apr (1 week)
EM	Review final IR and submit to the evaluation committee for approval	(2 days)	18 Apr (1 week)
EC Chair	Approve final IR and share with ERG for information	(1 week)	22 Apr (1 week)
<b>Phase 3 – Data collection (total duration: Recommended – 0.75 months; Average: 1 month)</b>			
ET	Data collection	(3 weeks)	28 Apr – 14 May (16 days)
ET	Exit debriefing (remote)	(1.5 day)	19 May (1 week)

Report number

Phase 4 – Reporting (total duration: Recommended – 2.75 months; Average: 5.8 months)			
ET	Draft evaluation report	(3 weeks)	19 May – 3 June (4-5 weeks)
ET	KonTerra internal QA	(3 days)	03-06 June (1 week)
ET	Submission of first draft ER to WFP	(0.5 day)	06 June
EM	Quality assurance of draft ER by EM and REU using the QC,	(2-3 days)	09-11 June (1 week)
ET	Revise and submit draft ER based on feedback received by EM and REU	(2-3 days)	12-17 June (1 week)
EM	Share draft ER with quality support service (DEQS) and organize follow-up call with DEQS, if required	(0.5 day)	17 June – 01 July (2 weeks)
ET	Revise and submit draft ER based on feedback received by DEQS	(2-3 days)	04 July (1 week)
ERG	Review and comment on draft ER	(0.5 day)	07-10 July (2 weeks)
ET	Learning workshop	(1 day)	15 July (1 day)
EM	Consolidate and share comments received	(0.5 day)	17 July (0.5 day)
ET	Submit revised draft ER based on feedback received	(2-3 days)	22 July (2 weeks)
EM	Review final revised ER and submit to the evaluation committee	(2-3 days)	23 July (1 week)
Evaluation Committee (EC) Chair	Approve final evaluation report and share with key stakeholders	(1 day)	30 July (1 week)
KT EM	Prepare draft evaluation brief (two pager)	(1 day)	8 August (1 week)
EM	Review and confirm evaluation brief (two pager)	(1 day)	8 August (1 week)
EM	Issue evaluation brief (two pager)	(1 day)	8 August (1 week)
Phase 5 - Dissemination (total duration: Recommended – 1 month; Average: 1.9 months)			
EC Chair	Prepare management response	(5 days)	29 August (4 weeks)
EM	Share final evaluation report and management response with the REU and OEV for publication and participate in end-of-evaluation lessons learned call	(0.5 day)	01 September (3 weeks)

Report number

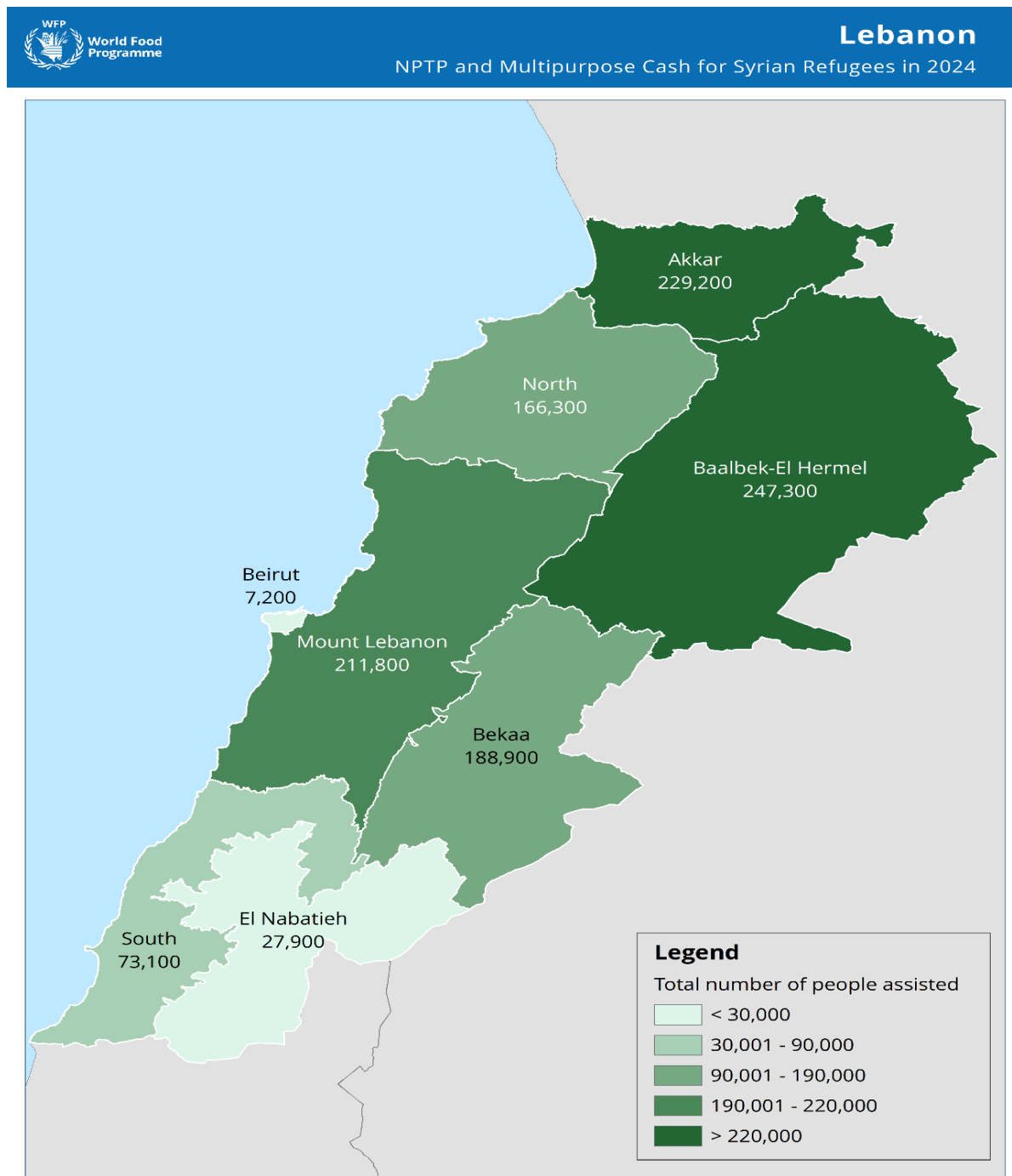
## Annex 3. Fieldwork agenda

DATES	TIME	ACTIVITIES
<b>Week 1 – Qobbayat (Akkar)</b>		
<b>Monday 28 April</b>	AM	<i>Travel to Qobbayat (Akkar)</i> <ul style="list-style-type: none"> <li>FGD 1 with MPC beneficiaries (up to 10 <b>male</b> participants)</li> <li>FGD 2 with MPC beneficiaries (up to 10 <b>female</b> participants)</li> <li>FGD 3 with MPC beneficiaries (up to 10 <b>male</b> participants)</li> <li>FGD 4 with MPC beneficiaries (up to 10 <b>female</b> participants)</li> </ul>
	PM	<ul style="list-style-type: none"> <li>FGD 1 with NPTP beneficiaries absorbed into ESSN or SRSN (up to 10 <b>male</b> participants)</li> <li>FGD 2 with NPTP beneficiaries <b>not</b> absorbed into ESSN or SRSN (up to 10 <b>female</b> participants)</li> <li>KII 1 with WFP-contracted MTO office director</li> </ul>
<b>Tuesday 29 April</b>	AM	<ul style="list-style-type: none"> <li>FGD 1 with SDC social workers (up to 10 male/female participants)</li> <li>FGD 2 with SDC social workers (up to 10 male/female participants)</li> <li>KII 1 with Qobbayat SDC manager</li> <li>KII 1 with SDC coordinator</li> </ul>
	PM	<ul style="list-style-type: none"> <li>KII 1 with WFP FO staff (Qobbayat)</li> <li>KII 2 with WFP FO staff (Qobbayat)</li> <li>KII 1 with WFP cooperating partner (NGO)</li> </ul> <i>Travel from Qobbayat (Akkar) to home</i>
<b>Wednesday 30 April</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Thursday 1 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Friday 2 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Week 2 – Saida (South) and Beirut</b>		
<b>Monday 5 May</b>	AM	<i>Travel to Saida (South)</i> <ul style="list-style-type: none"> <li>FGD 5 with MPC beneficiaries (up to 10 <b>male</b> participants)</li> <li>FGD 6 with MPC beneficiaries (up to 10 <b>female</b> participants)</li> </ul>
	PM	<ul style="list-style-type: none"> <li>FGD 7 with MPC beneficiaries (up to 10 <b>male</b> participants)</li> <li>FGD 8 with MPC beneficiaries (up to 10 <b>female</b> participants)</li> <li>FGD 3 with NPTP beneficiaries <b>absorbed into ESSN or SRSN</b> (up to 10 <b>female</b> participants)</li> <li>FGD 4 with NPTP beneficiaries <b>not</b> absorbed into ESSN nor SRSN (up to 10 <b>male</b> participants)</li> </ul>
<b>Tuesday 6 May</b>	AM	<ul style="list-style-type: none"> <li>FGD 3 with SDC social workers (up to 10 male/female participants)</li> <li>FGD 4 with SDC social workers (up to 10 male/female participants)</li> <li>KII 2 with Mukhtar/Head of Municipality</li> <li>KII 2 with WFP-contracted MTO office director</li> </ul>

DATES	TIME	ACTIVITIES
		<ul style="list-style-type: none"> <li>KII 2 with Saida SDC manager</li> </ul>
	PM	<ul style="list-style-type: none"> <li>KII 2 with WFP cooperating partner (NGO)</li> <li>KII 3 with WFP FO staff (Beirut)</li> <li>KII 4 with WFP FO staff (Beirut)</li> <li>KII 5 with WFP FO staff (Beirut)</li> </ul> <p><i>Travel from Saida (South) to home</i></p>
<b>Wednesday 7 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Thursday 8 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Friday 9 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Week 3 – Zahle (Beqaa) and Beirut</b>		
<b>Monday 12 May</b>	AM	<p><i>Travel to Zahle</i></p> <ul style="list-style-type: none"> <li>KII 3 with WFP-contracted MTO office director</li> <li>FGD 9 with MPC beneficiaries (up to 10 <b>male</b> participants)</li> <li>FGD 10 with MPC beneficiaries (up to 10 <b>female</b> participants)</li> </ul>
	PM	<ul style="list-style-type: none"> <li>FGD 11 with MPC beneficiaries (up to 10 male participants)</li> <li>FGD 12 with MPC beneficiaries (up to 10 female participants)</li> <li>FGD 5 with NPTP beneficiaries <b>absorbed into ESSN or SRSN</b> (up to 10 <b>male</b> participants)</li> <li>FGD 6 with NPTP beneficiaries <b>not</b> absorbed into ESSN nor SRSN (up to 10 <b>female</b> participants)</li> </ul>
<b>Tuesday 13 May</b>	AM	<ul style="list-style-type: none"> <li>FGD 5 with SDC social workers (up to 10 male/female participants)</li> <li>FGD 6 with SDC social workers (up to 10 male/female participants)</li> <li>KII 3 with Zahle SDC manager</li> <li>KII 3 with SDC coordinator</li> </ul>
	PM	<ul style="list-style-type: none"> <li>KII 6 with WFP FO staff (Zahle)</li> <li>KII 7 with WFP FO staff (Zahle)</li> <li>KII 1 with Syrian outreach volunteer</li> <li>KII 3 WFP cooperating partner (NGO)</li> </ul> <p><i>Travel from Zahle to Beirut</i></p>
<b>Wednesday 14 May</b>	AM/PM	<ul style="list-style-type: none"> <li>KII 1 with MoSA staff</li> </ul> <p><i>Travel from Beirut to home</i></p>
<b>Thursday 15 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Friday 16 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data cleaning and preliminary analysis</li> </ul>
<b>Saturday 17 May</b>	AM/PM	<ul style="list-style-type: none"> <li>Data consolidation and peer review</li> </ul>



# Annex 4. Map of MADAD MPC and NPTP implementation locations, 2024

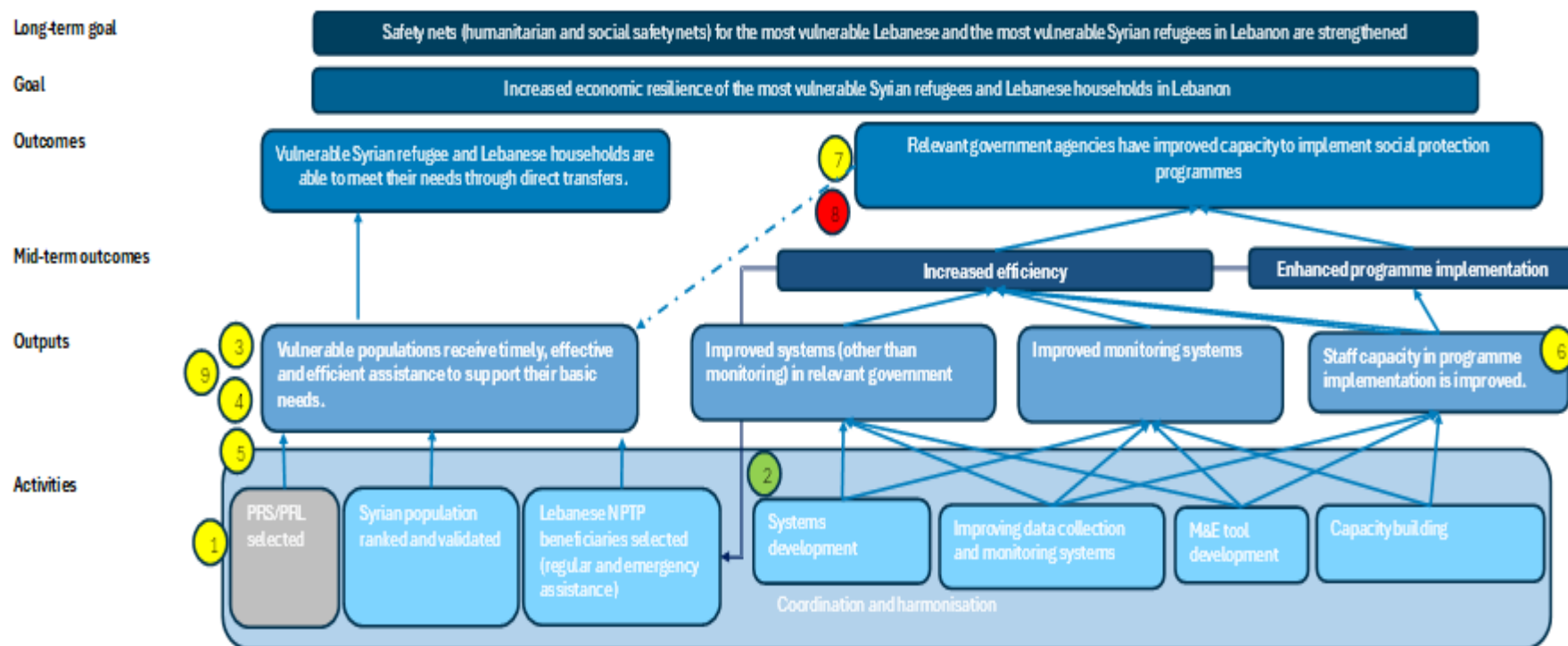


Source: Evaluation ToR

## Annex 5. Theory of Change

There was no Theory of Change (ToC) developed for the MADAD project at design stage. Two ToC's have been subsequently created through the UNHCR/WFP Evaluation of the Joint Action for Multipurpose Cash Assistance in Lebanon (covering sub-component 1.1) and the Evaluation of the NPTF in Lebanon January 2019-August 2024 (covering sub-component 1.2, 1.3 and component 2). These ToCs are available in the respective evaluation reports. As agreed during inception consultations, the ET has built upon these two ToCs alongside the MADAD project results framework (covering three of the four components of the project) to develop a simple ToC covering three project components provided in the figure below. The numbered circles on the ToC represent related assumptions, listed in the next table. Given the limited scope of C&V coverage within the evaluation, the C&V campaign is not reflected in the ToC. This ToC has been reviewed by the WFP EM.

## Reconstructed ToC



Source: Evaluation Team

## MADAD ToC Assumptions

#	Causal assumptions (relationship between interventions and outcomes)
1	Assistance is targeted at the most vulnerable populations
2	Provision of appropriate technological infrastructure
3	Access to distribution points is secured
4	WFP and partners respect FLA for smooth programme functioning
5	Cash voucher systems are secure
6	Government capacity retention
7	Political will and political buy in from relevant government institutions
8	Collaboration exists between the different relevant ministries
9	LOUISE platform functional
<b>General Assumptions</b>	
	Continuing need
	Stable governance
	Repatriation of Syrian refugees
	Funding available for targeted interventions
	Stable security environment
	Staple good prices remain stable
	Markets continue to be able to provide sufficient quantity/quality of goods
	Continued access to targeted beneficiaries
	Collaboration exists between the different government entities responsible for the NPTP and social protection
	WFP has capacity to implement planned programming.
Key: <b>Green</b> : Entirely within WFP control; <b>Yellow</b> : Somewhat within WFP control (e.g. through advocacy, mitigation measures); <b>Red</b> : Not within WFP control	

Source: Evaluation Team

## Annex 6. Evaluation matrix

Evaluation Question						
1. How relevant was the MADAD project to the needs of the target population? (Relevance & Appropriateness)						
Subquestions	Indicators/measures	Data collection methods	Sources of data/information (primary or secondary)	Data analysis methods/ triangulation	Data availability	Evaluability rating
1.1 How relevant and appropriate have the different cash components of the MADAD project been (MPC to vulnerable Syrian refugees and Lebanese NPTP beneficiaries, emergency support to NPTP beneficiaries, and support to PRS/PRLs) and how appropriate to the different needs of the different beneficiaries (women, men, girls, boys, people with disabilities, older people)?	<p>Cash support levels compared to the [S]MEB</p> <p>SLevels of beneficiary satisfaction</p> <p>Staff (WFP, MoSA and CP) confirmations of beneficiary satisfaction</p> <p>Documentation of gender, disability and community level situation and needs analysis and its use</p> <p>Assessments, proposals, design documents have explicit engagement strategy for affected</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p> <p>Observations</p>	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>Project design documents, previous evaluations</li> <li>Gender, disability and community-level situation analysis</li> <li>Process and outcome monitoring and other context monitoring</li> </ul> <p>KIs: WFP, MoSA and PCM, UNHCR, UNRWA, community leaders, local</p>	<p>Thematic analysis of document narrative, KII and FGD notes</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members</p>	<p>Process monitoring reports (disaggregated at HoH level)</p> <p>Outcome monitoring reports (some data disaggregated at HoH level and for PWDs; data disaggregated by nationality)</p> <p>ROM 2020 and 2023 (no disaggregated data)</p> <p>Interim reports to the EU (limited gender</p>	

	<p>populations including marginalised groups</p> <p>Identification and measures to address barriers of specific populations to accessing benefits</p> <p>Measures to tailor support to meet the specific requirements of diverse populations</p> <p>Perceptions of barriers to inclusion for certain groups.</p> <p>Assistance provided to the most vulnerable populations (ToC assumption 1)</p>		<p>authorities and other cooperating partners</p> <p>FGDs: Syrian MPC beneficiaries, former NPTP beneficiaries??</p>		<p>disaggregation)</p> <p>Gender and disability strategies not yet available</p> <p>Gender Analysis of Food, Nutrition and Health needs of vulnerable groups of NPTP beneficiaries</p>	
1.2 How relevant and appropriate has the technical assistance to MoSA/NPTP been?	<p>Consensus between WFP and Government stakeholders that TA activities address capacity building needs</p> <p>Documented mapping of existing national capacities, and identification of gaps</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p>	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>Project design documents, previous evaluations</li> </ul> <p>KIs: WFP, MoSA and PCM</p> <p>FGDs: SDC staff, including social</p>	<p>Thematic analysis of document narrative and KII notes</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods,</p>	<p>No baseline data available</p> <p>Interim reports to the EU</p> <p>QINs</p> <p>ROM 2020 and 2023</p> <p>NPTP DE (limited information)</p>	<p>New government came into power in February 2025. Some advisors and staff who were key interlocutors with WFP have already left and it remains unclear which staff will be in place for the ET to hold KIIs with.</p>

			workers	from different sources and by different team members		
1.3 To what extent did the MADAD project adapt to the evolving humanitarian needs of the target populations, particularly in light of the multiple compounding crises (refugees, covid-19, Beirut port explosion, economic collapse, escalation of international conflict)?	<p>Sufficiency of targeting approach to capture changes in beneficiary status/needs</p> <p>Perception of beneficiaries and implementers on the responsiveness of the programme to evolving needs and constraints</p> <p>Documented programme changes/course correction and rationale</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p>	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>Project design documents, previous evaluations</li> <li>Process and outcome monitoring and other context monitoring</li> </ul> <p>KIs: WFP, MoSA and PCM, UNHCR, community leaders, local authorities and cooperating partners</p> <p>FGDs: Syrian MPC beneficiaries, ex-NPTP beneficiaries</p>	<p>Thematic analysis of document narrative, KII and FGD notes</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members</p>	<p>ACR data re programmatic changes</p> <p>Interim reports to the EU</p> <p>Process and outcome monitoring (limited gender disaggregation except at HoH level)</p> <p>Interim reports to the EU</p> <p>Absence of clear targeting criteria</p> <p>NPTP DE</p> <p>MPC Joint Action Evaluation</p>	
<b>EQ2 – How effective was the MADAD project in meeting its objectives? (Effectiveness)</b>						
2.1 Did the cash assistance provided to	Level of achievement of SO1 indicators,	Desk review	Documentation & data:	Trend analysis of quantitative data	Process and outcome monitoring	



vulnerable Lebanese and Syrian refugees adequately meet their basic needs? Were the outcomes different between men and women-headed households?	disaggregated as available  Explanation of reasons for deviation in achievement of SO1 indicators  Beneficiary perceptions on changes in ability to meet essential needs as a result of cash transfers	KIIs  FGDs	<ul style="list-style-type: none"> <li>Project design documents, previous evaluations</li> <li>Annual interim reports and other donor updates</li> <li>Process and outcome monitoring and other context monitoring</li> </ul> <p>KIs: WFP, MoSA, UNHCR, community leaders and cooperating partners</p> <p>FGDs: Syrian MPC beneficiaries, ex-NPTP beneficiaries</p>	Thematic analysis of document narrative, KII and FGD notes  Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members	(limited gender disaggregation except at HoH level)  Interim reports to the EU  ACRs provide some outcome and output level statistics  Awaiting breakdown of HoH gender by year specifically for the MADAD project from the CO	
2.2 To what extent has the technical assistance component of MADAD achieved its intended objectives? How effective were the capacity building initiatives in strengthening the institutional resilience and improving MoSA's	Perceptions of improved governance structure and social protection policy environment.  Improved social safety net design  Documented improved systems (ToC assumption 2)	Desk review  KIIs  FGDs	Documentation & data: <ul style="list-style-type: none"> <li>Project design documents, previous evaluations</li> <li>National Social Protection Strategy and relevant updates</li> </ul>	Thematic analysis of document narrative and KII notes  Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods,	No baseline data available  Interim reports to the EU  QINs  ROM 2020 and 2023  MoU available for comparison of progress against	New government came into power in February 2025. Some advisors and staff who were key interlocutors with WFP have already left and it remains unclear which staff will be in place for

operational efficiency?	<p>Perceptions of staff capacity for programme implementation</p> <p>Documented strengthened M&amp;E, mainstreamed gender and communications strategy</p>		<p>KIs: WFP, MoSA and PCM, World Bank</p> <p>FGDs: SDC staff, including social workers</p>	from different sources and by different team members	plan ACR reports to assess progress against strategic outcome indicators	<p>the ET to hold KIIs with.</p> <p>Only one outcome indicator included in the results framework which does not provide sufficient evidence.</p>
2.3 What were the key achievements of the communication campaign underlying the MADAD project and what factors influenced these?	<p>Stakeholder identification of key achievements of the C&amp;V campaign</p> <p>Stakeholder perceptions on influencing factors underlying key achievements</p>	Document review KIIs	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>Interim reports and other donor communications</li> <li>Handover document from C&amp;V manager</li> </ul> <p>KIIs: WFP (Head of Communications) and EU</p>	<p>Thematic analysis of document narrative and KII notes</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members</p>	Limited information about the C&V campaign and no indicators in the results framework	<p>There is very limited information about the C&amp;V campaign and no indicators in the results framework. The campaign manager has now left WFP leaving little institutional knowledge outside of a handover document and information in the summary reports to the EU. Data gaps will be somewhat filled through a small number of KIIs.</p>

EQ3 – How efficient was the design and implementation of the MADAD project? (Efficiency)						
3.1 How efficient was the delivery of cash assistance (including issuance, validation, redemption, and feedback and delivery mechanisms) to vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?	<p>Timeliness of cash card delivery compared to schedules</p> <p>Timeliness of cash transfers compared to schedules to beneficiaries compared to plan.</p> <p>Cost per beneficiary per transfer activity, per year</p> <p>Cost per beneficiary versus transfer value to beneficiary</p> <p>Presence of accessibility measures, including feedback mechanisms to facilitate cash transfers.</p> <p>Presence and adequacy of security measures throughout the delivery cycle (inc. use of LOUISE transfer mechanism). (ToC assumptions 3,</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p>	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>Project design documents, previous evaluations</li> <li>Annual interim reports and other donor updates</li> <li>Process and outcome monitoring and other context monitoring</li> </ul> <p>KIs: WFP, MoSA, UNHCR, UNRWA, community leaders, MTO and cooperating partners</p> <p>FGDs: Syrian MPC and ex-NPTP beneficiaries</p>	<p>Thematic analysis of document narrative, KII and FGD notes</p> <p>Comparison of distribution data to planned timelines</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members</p>	<p>ROM 2020 and 2023 (no disaggregated data)</p> <p>Process monitoring (data disaggregated at HoH level)</p> <p>Interim reports to the EU</p>	

	<p>5, 9)</p> <p>Timely communication of key project activities/changes to beneficiaries (perceived and compared to schedules)</p> <p>Functionality of cash cards</p> <p>Availability of shops where funds could be spent</p> <p>Perceptions of acceptability of travel time and cost to cash distribution points</p> <p>Existence and functionality of de-duplication efforts (ToC assumption 4)</p> <p>Perceptions in relation to challenges and advantages of delivery mechanisms</p>					
3.2 To what extent were TA outputs delivered within the intended timeframe?	<p>Achievement rates of outputs under Objective 2</p> <p>Timeliness of output achievements compared to intended plan</p> <p>Stakeholder rationale</p>	Desk review KII	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>• Previous evaluations</li> <li>• QINs and other donor updates</li> </ul> <p>KIs: WFP, MoSA</p>	<p>Thematic analysis of document narrative and KII notes</p> <p>Comparison of TA output achievement data to planned timelines</p> <p>Triangulation of</p>	<p>NPTP DE (limited information)</p> <p>MoU available for comparison of progress against plan</p> <p>Interim reports to the EU</p>	<p>All outputs do have associated timelines although some are unclear (i.e. they are stated in the WFP/MoSA MoU as “continuous” or “ongoing”.)</p> <p>Timeliness will in</p>

	<p>for deviations between planned and achieved output timelines</p> <p>Stakeholder perception of timeliness of output delivery</p>			<p>different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members</p>		<p>part be assessed based on perceptions.</p> <p>New government came into power in February 2025. Some advisors and staff who were key interlocutors with WFP have already left and it remains unclear which staff will be in place for the ET to hold KIIs with.</p>
EQ4 How impactful was the MADAD project on strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees						
<p>4.1 Did the MADAD project have any positive or negative, intended or unintended, impacts on the social, and economic well-being of the beneficiaries? If so, was there any difference among different beneficiary groups? Did the project have any positive or negative impact on the communities, specifically on social stability and intra and</p>	<p>Perceptions of protection risks faced by beneficiaries (including violence/harassment, threats/extortion, price gouging etc.)</p> <p>Perceptions of deterioration in community or inter and intra-household relations as a result of programme activities</p> <p>Identified benefits for broader community (outside direct</p>	<p>Desk review</p> <p>KIIs</p> <p>FGDs</p>	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>• Previous evaluations</li> <li>• Interim reports and other donor updates</li> <li>• Process and outcome monitoring and other context monitoring</li> </ul> <p>KIs: WFP, MoSA, UNHCR, UNRWA, community leaders, local authorities,</p>	<p>Thematic analysis of document narrative, KII and FGD notes</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members</p>	<p>NPTP DE</p> <p>MPC Joint Action Evaluation</p> <p>Interim reports to the EU</p> <p>Process and outcome monitoring</p> <p>Limited data available on positive/negative impacts on social stability and intra and inter communal dynamics and relationships</p>	

inter communal dynamics and relationships?	participation) Changes in local market conditions and economy due to the support provided. Perceptions of any other unintended positive or negative changes		MTOs and cooperating partners FGDs: Syrian MPC and ex-NPTP beneficiaries			
<b>EQ5- How coherent was the MADAD project with the national emergency and social protection frameworks and policies? (Coherence)</b>						
5.1 To what extent has the MADAD project been coordinated/interacting with the other programmes targeted at refugees and vulnerable Lebanese within WFP's portfolio?	Clearly documented definitions and explicit intention for creating synergies across different interventions in WFP's portfolio/other actors. Documentation of achieved synergies and results	Document review KIIs FGDs	Documentation & data: <ul style="list-style-type: none"> <li>Previous evaluations</li> <li>Interim reports and other donor communications</li> <li>Annual Country Reports (ACRs)</li> </ul> KIIs: WFP FGDs: Syrian refugees, ex-NPTP beneficiaries	Thematic analysis of document narrative and KII notes Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members	MPC Joint Action Evaluation Interim reports to the EU ACRs	

5.2 How well has the MADAD project aligned with the broader humanitarian response framework in Lebanon, including emergency assistance, the social protection landscape, the National Social Protection Strategy, and the humanitarian-development-peace nexus in Lebanon?	<p>Alignment with Basic Assistance Working Group cash and voucher standards</p> <p>Perceptions of alignment with National Social Protection Strategy</p> <p>Perceptions of alignment with ESSN</p> <p>Documented synergies with other national or international interventions (ToC assumption 8)</p>	Document review KII	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>Interim reports and other donor communications</li> </ul> <p>KIIs: WFP, World Bank, UNHCR and other UN agencies, cooperating partners, the EU and other donors and, MoSA</p>	<p>Thematic analysis of document narrative and KII notes</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by different team members</p>	<p>Due Diligence Review</p> <p>Lebanese Response Plan</p> <p>NSPS</p> <p>Interim reports to the EU</p>	
<b>EQ6 – How sustainable are the activities funded through the MADAD project? (sustainability)</b>						
6.1 To what extent does the Government of Lebanon have the capacity/willingness to fund SRSP beyond MADAD support?	<p>Stakeholder perceptions on GoL willingness/capacity to fund SRSP</p> <p>Perceptions of government resources for SRSP (ToC assumption 6)</p>	Document review KII	<p>Documentation &amp; data:</p> <ul style="list-style-type: none"> <li>National Social Protection Strategy and related updates</li> <li>GoL budgetary figures</li> </ul> <p>KIIs: WFP, World Bank, MoSA and PCM, UN agencies, EU and other donors</p>	<p>Thematic analysis of document narrative and KII notes</p> <p>Triangulation of different data types (primary, secondary, qualitative, quantitative) gathered by different methods, from different sources and by</p>	NSPS	New government came into power in February 2025. Some advisors and staff who were key interlocutors with WFP have already left and it remains unclear which staff will be in place for the ET to hold KIIs with.



				different members	team		
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## Annex 7. Methodology

1. The evaluation will use mixed methods approach combining quantitative and qualitative data sources. Data collection and analysis was participatory and gender responsive.
2. At inception it was agreed that **a pragmatic theory-based approach** would be applied. The reconstructed ToC for the MADAD project (Annex 5) served as guiding framework for the evaluation, enabling a systematic assessment of whether and how the project achieved intended objectives. It also provided a basis for testing the validity of causal relationships and uncovering potential gaps or unintended outcomes. By grounding the evaluation in a collaboratively developed ToC, the approach ensured alignment with stakeholder perspectives while enhancing the relevance and robustness of the findings.
3. The evaluation assessed the Organization for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) criteria of relevance, effectiveness, efficiency, coherence, impact and sustainability – no particular criteria were prioritized. Gender equality and inclusion lens were incorporated across the EQs under relevant criteria.
4. The EQs formed the evaluation's overarching analytical framework. The EQs were modified in line with the limitations discussed in the evaluability section of the Inception Report and required adjustments to the evaluation scope. Some evaluation questions were also deleted from those proposed in the ToR to reduce duplication and based on available evaluation resources. The final EQs are presented in Table 7 of the report.
5. The EQs were further disaggregated with associated indicators in the evaluation matrix (Annex 6). The matrix traced a path from question to answer, providing sources of information likely to provide the answers and indicates which data collection methods (desk review, FGD, KII, etc) were used for which criteria and EQ. All tools and methodologies were based on this evaluation matrix.
6. **Quantitative data:** The ET reviewed existing quantitative data on all components implemented between 2019 and 2025. The evaluation was highly reliant on WFP's monitoring and reporting data and/or databases on the project indicators through desk review for judgements of effectiveness. Completeness, consistency, quality and reliability of the data collected was assessed and verified with programme staff as much as possible. With regard to regression analysis of the L-CSI outcome indicator and other selected outcome indicators, the regressions conducted were linear least squares (LLS) regressions with robust standard errors. Results are deemed statistically significant when at a 95% confidence interval or higher, unless stated otherwise. The regressions conducted include (i) L-CSI indicator data among Syrian beneficiaries (dependent variable) on MPC transfer value coverage of the full SMEB for a household of 5 (independent variable); (ii) L-CSI indicator data among Lebanese beneficiaries (dependent variable) on NPTP transfer value coverage of the full SMEB for a household of 5 (independent variable); (iii) FCS indicator data among Syrian beneficiaries (dependent variable) on MPC transfer value coverage of the full SMEB for a household of 5 (independent variable); (iv) FCS indicator data among Lebanese beneficiaries (dependent variable) on NPTP transfer value coverage of the full SMEB for a household of 5 (independent variable); (v) debt level data among Syrian beneficiaries (dependent variable) on MPC transfer value coverage of the full SMEB for a household of 5 (independent variable); (vi) and debt level indicator data among Lebanese beneficiaries (dependent variable) on NPTP transfer value coverage of the full SMEB for a household of 5 (independent variable).
7. **Qualitative data:** Qualitative data was collected through the desk review, KIIs, FGDs, direct observation and two stakeholder spotlights produced based on these methods. Qualitative data was used to triangulate and validate quantitative data and secondary data providing evidence and explanation on the 'how and why' questions and enabled the ET to fill data gaps identified in the evaluability assessment.).
8. Quantitative data analysis involved presentation of secondary quantitative data, disaggregated by location, gender and other beneficiary characteristics as feasible. Qualitative data analysis involved comparative analysis of documentation for synergies, contradictions and gaps, plus thematic analysis of KII

and FGD notes. Data was consolidated into an evidence matrix organized by criteria to synthesize and validate findings across information sources.

9. **Gender, equity and inclusion:** Gender, age and disability were incorporated within the EQs, particularly with regard to the relevance and effectiveness of the MADAD project. The evaluation approaches and assessment of results were guided by the application of the UN SWAP Evaluation Performance Indicator and the WFP Technical Notes on the Integration of Disability Inclusion and the Integration of Gender in Evaluation. Sampling sought to reflect the views of men, women, the elderly, youth and PwDs where possible based on information and resources available and tested practical strategies were deployed to ensure the voices of marginalized groups are heard within group fora.

## Annex 8. Data collection tools

### Consent protocol for primary data collection activities

#### Introduction (Beginning of Interview/FGD)

Who are we: We are an evaluation team of four persons commissioned by WFP to carry out an independent evaluation of WFP's provision of multipurpose cash assistance for vulnerable Syrian refugees; cash assistance to vulnerable Lebanese through the NPTF; and technical assistance to MoSA.

The evaluation: The purpose of this evaluation is to generate evidence and inform future engagement for strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees. We are asking you to participate in the evaluation because you are in a position to contribute a relevant and valuable perspective on the operations of this function so far. If you decide to participate, the interview will last approximately one hour.

Participation is voluntary: Your participation in the interview is voluntary. You can withdraw from the interview after it has begun, for any reason, with no penalty.

Risks and benefits: This evaluation is designed to help improve future WFP programming in Lebanon by learning from the perspectives of everyone involved. You may not benefit personally from being in this evaluation. You should report any problems to WFP's Evaluation Manager: Soha MOUSSA <soha.moussa@wfp.org>

Confidentiality: The evaluation team will use findings from this and the other meetings. We will collect and summarize the views and opinions of participants without connecting them to specific individuals and without using names at any time. Any report will be presented in a way that makes it as difficult as possible for anyone to determine the identity of individuals participating in the evaluation.

Note taking and recording: We will be taking notes throughout the discussion/interview. These notes will remain confidential and will not be shared. (If facilitator/interviewer plans to record the interview, consent for this must also be sought and if the participant does not consent then confirmation will be given that no recording will be undertaken).

Interviews may last up to 90 minutes.

If you have any questions, now or at any time in the future, you may call the WFP call centre at 1526.

Are you willing to be part of this interview? (Verbal response only requested)

## Key informant interview guide

Based on the approved revised evaluation questions, the following is a master KII guide for KIIs with the following:

- WFP Management
- WFP FO staff
- MoSA and PCM
- CPs
- SDC Management
- Syrian community leaders
- Local authorities
- UN Agencies
- The EU and other donors
- MTO

Separate interview guides were adapted for each stakeholder group. Interviews took into account that not all stakeholders within one group would be in a position to respond to all questions (for example, within WFP not all staff were involved in each component of the project), and questions were prioritised and adapted as necessary.

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
<b>EQ1 – How relevant was the MADAD project to the needs of the target population? (Relevance &amp; Appropriateness)</b>		
<b>1.1. How relevant and appropriate have the different cash components of the MADAD project been (MPC to vulnerable Syrian refugees and Lebanese NPTP beneficiaries, emergency support to NPTP beneficiaries, and support to PRS/PRLs) and how appropriate to the different needs of the different beneficiaries (women, men, girls, boys, people with disabilities, older people)</b>		
	How did you ensure that the cash components of the MADAD project reflected and continued to reflect the needs of the different beneficiary groups both in the project's design and throughout implementation?	WFP Management MoSA and PCM UNHCR
	To what extent has the cash assistance provided by WFP to MPC and PRS/L beneficiaries been able to cover HH level basic needs?	WFP Management WFP FO Staff MoSA and PCM

<sup>144</sup> To be added once data collection tools have been approved

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
		CPs SDC Management Syrian Community Leaders UNHCR
	How has coverage of HH level basic needs been measured and monitored? In what ways has monitoring stimulated adaptations in approach? (any examples?)	WFP Management WFP FO staff MoSA and PCM CPs SDC Management UNHCR
	In what ways has the MADAD project been informed by gender/age/disability analyses? When and how have these analyses been repeated through the project's lifetime? What, if any measures or modifications in approach have been deployed to better suit the needs of women, men, girls, boys, PwD, older people etc. Any (remaining) barriers to inclusion for certain groups?	WFP Management WFP FO Staff MoSA and PCM CPs SDC Management Syrian Community Leaders UNHCR
	In the last three years to what extent have markets been able to deliver affordable food and other essential items in order for recipients could cover their basic needs? Is this different for different groups and in different locations (urban; peri-urban; rural)?	WFP Management WFP FO staff MoSA and PCM SDC Management UN agencies CP Syrian Community Leaders Local Authorities
	<b>1.2 How relevant and appropriate has the technical assistance to MoSA/NPTP been?</b>	
	How were the technical assistance components of MADAD defined and agreed upon? (Prompt: e.g gap analysis; capacity assessment? <i>(Request any supporting documentation as relevant)</i> )	WFP Management WFP FO staff MosA and PCM SDC Management
	How was the relevance of the technical assistance ensured in each of the key areas:	WFP Management

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
	<ul style="list-style-type: none"> <li>- Policy and strategy development</li> <li>- Governance structure establishment</li> <li>- Social safety net design (including complementarity and independence; information knowledge management; and targeting)</li> <li>- Social assistance systems, processes and operation (including development of an MoSA digitization strategy; establishment of Grievance and Redress Information System and call centre; data management; improvement of cash delivery)</li> <li>- M&amp;E, gender and inclusion, safeguarding and PSEA, resources and communication etc.</li> </ul>	WFP FO staff MosA and PCM SDC Management
	To what extent has the relevance of the technical assistance been impacted as a result of the integration of the NPTP with the ESSN?	WFP Management WFP FO staff MosA and PCM SDC Management UN Agencies EU and other donors World Bank
	<b>1.3 To what extent did the MADAD project adapt to the evolving humanitarian needs of the target populations, particularly in light of the multiple compounding crises (refugees, covid-19, Beirut port explosion, economic collapse, escalation of international conflict)?</b>	
	What changes have there been to the MPC cash assistance components in order to ensure that the project adapted to evolving humanitarian crises (e.g. economic situation, escalation of armed conflict) over the last three years?	WFP Management WFP FO staff MoSA and PCM SDC Management UNHCR CP Syrian Community Leaders Local Authorities
	What was the rationale underlying these changes/adaptations?	WFP Management WFP FO staff MoSA and PCM EU
	To what extent were the changes sufficient to ensure that the MPC remained relevant in terms	WFP Management

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
	of addressing evolving needs?	WFP FO staff MoSA and PCM SDC management CPs Syrian Community Leaders
	How timely were the adaptations to MPC in relation to these changing needs?	WFP Management WFP FO staff MoSA and PCM CPs SDC management Syrian Community leaders
	What were the challenges faced in making adaptations and how were these addressed?	WFP Management WFP FO staff MoSA and PCM CPs SDC management
	Were there any positive factors which influenced the ability to implement project adaptations? If so, what were they?	WFP Management WFP FO staff MoSA and PCM CPs SDC management
	What have been the key strengths and weaknesses/advantages and limitations of the targeting approaches adopted for: - MPC - NPTP What evidence do you have to support this?	WFP Management WFP FOs MoSA and PCM SDC management CPs Syrian Community Leaders Local Authorities World Bank
	How have targeting approaches been adjusted in order to capture changes in	WFP Management



KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
	recipient/beneficiary status/needs: <ul style="list-style-type: none"> <li>- For MPC</li> <li>- For NPTP</li> </ul>	WFP FO staff MoSA and PCM CPs SDC management Syrian Community leaders
	Do you have any suggestions for improvement in or alternative targeting approaches in Lebanon for: <ul style="list-style-type: none"> <li>- Syrian refugees</li> <li>- Social protection</li> </ul>	WFP Management MoSA and PCM CPs SDC management Syrian Community Leaders EU and other donors World Bank
	Since the 2024 report produced by the targeting hub, what steps have been taken to simplify/improve communication approaches on targeting methodologies, particularly for Syrian refugee populations?	WFP Management UNHCR
<b>EQ2 – How effective was the MADAD project in meeting its objectives? (Effectiveness)</b>		
<b>2.1 Did the cash assistance provided to vulnerable Lebanese and Syrian refugee adequately meet their basic needs? Were the outcomes different between men and women headed households?</b>		
	To what extent have the objectives of the MPC for Syrians been achieved? <i>(Ensuring that recipients could meet their needs; was the transfer value and duration of assistance for each HH sufficient to meet their needs over time?)</i>	WFP Management MoSA and PCM EU
	To what extent did the cash assistance provided to Syrian HHs allow them to meet their basic needs? Was this the same for potentially particularly vulnerable groups such as households with PwDs, large families, the elderly, those with a chronic illness?	WFP Management WFP FO staff MoSA and PCM SDC Management Syrian community leaders
	Results framework indicators measuring household's coping strategies and food consumption scores were not consistently met for the MPC component. What are some of the reasons for under-achievement? <i>(e.g. sufficiency of support, accuracy/validity of indicators/targets/sampling used, etc.)</i>	WFP Management WFP FO staff

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
	Have there been different outcomes for men and women headed households (in terms of the cash assistance being sufficient to meet their basic needs)?	WFP Management WFP FO staff MoSA and PCM CPs SDC Management Syrian community leaders Local authority representatives
	<b>2.2 To what extent has the technical assistance component of MADAD achieved its intended objectives? How effective were the capacity building initiatives in strengthening the institutional resilience and improving MoSA's operational efficiency?</b>	
	<p>What improvements/successes have there been in the following areas as a result of the MADAD project:</p> <ul style="list-style-type: none"> <li>- Development of strategic documents to guide decision-making</li> <li>- Establishment of functioning and active steering committees, managed by the government</li> <li>- Introduction of new policies</li> <li>- Improved linkages with other nationwide social protection interventions</li> <li>- Regular effective management meetings</li> <li>- Improved, effective information management</li> <li>- Improved , effective delivery mechanisms</li> <li>- governance structure and social protection policy environment.</li> <li>- social safety net design (<i>e.g. best practices, information management, targeting</i>)</li> <li>- social assistance systems, processes and operation</li> <li>- staff capacity for programme implementation</li> <li>- M&amp;E, gender mainstreaming and communications</li> </ul>	WFP Management WFP FO staff MoSA and PCM World Bank
	To what extent has the ownership and management of the NPTP (and other safety nets) been effectively and sustainably transferred to MoSA?	WFP Management MoSA and PCM World Bank
	What are the factors impacting retention of capacity with regard to MoSA management of safety nets? ( <i>e.g. political will/buy-in from relevant government institutions</i> )	WFP Management MoSA and PCM World Bank
	What is the status of the NPTP dashboard now that the NPTP is no longer running?	WFP Management

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
		MoSA and PCM
	How effective was/What were the results of targeting training for PCM and MoSA staff? <i>(Request any supporting documentation as relevant e.g. training reports, monitoring of outcomes)</i>	WFP Management MoSA and PCM SDC Management
	To what extent has the capacity of government staff in data analysis and reporting been strengthened? What is the evidence for this? <i>(Request any supporting documentation as relevant e.g. data on monitoring of outcomes, training reports)</i>	WFP Management MoSA and PCM World Bank
	How has WFP supported the implementation of the MoSA digitization strategy? What have the results been?	WFP Management MoSA and PCM
	What have been the outcomes of the GRIS <sup>145</sup> training?	WFP Management MoSA and PCM
	How well is the GRIS functioning at Ministry and local SDC level and district level? How could this be improved?	WFP Management MoSA and PCM SDC Management
	What challenges have there been deploying the GRIS at ministerial, SDC and district levels?	WFP Management MoSA and PCM SDC Management
	What have been the results of the GRM <sup>146</sup> training?	WFP Management MoSA and PCM
	Is the call centre <sup>147</sup> now operated by MoSA? What challenges have there been ? <i>(Prompt: what capacity does the call centre have to address calls regarding exclusion or safeguarding or PSEA?)</i>	WFP Management MoSA and PCM
	What changes have there been since the training provided to MoSA social workers and FWCs on the digital HH surveys?	WFP Management MoSA and PCM

<sup>145</sup> GRIS – Grievance Redress Information System developed by MoSA with a contribution from the World Bank. WFP worked to support MoSA to enhance the GRIS to track and address the reports, feedback and complaints from NPTP beneficiaries in a systematic, timely and efficient manner.

<sup>146</sup> GRM – Grievance Redress Mechanism. WFP supported MoSA in developing GRM SOPs for case handling and management and training call operators on AAP, protection, and communication with beneficiaries.

<sup>147</sup> The MoSA call centre officially opened in September 2024 (prior to this, vulnerable Lebanese (and refugees) could call WFP’s dedicated call centre which is still running).

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
		SDC Management
	What changes have there been since MoSA and PCM staff were trained on data validation and data cleaning?	WFP Management MoSA and PCM
	How successful has the transfer of monitoring data collection activities to MoSA been or not? What challenges were and are there and how have these been addressed?	WFP Management MoSA and PCM
	In what ways have government staff capacities and skills in monitoring and analytics been improved as a result of the training and coaching provided?	WFP Management MoSA and PCM
	In what ways have MoSA central and local staff increased their skills to identify, address, report and tackle gender or child protection and GBV or PSEA related issues as a result of the training provided?	WFP Management WFP FO staff MoSA and PCM SDC management
	To what extent does collaboration exist between the different government entities responsible for the NPTP and social protection? What are the strengths and weaknesses of this collaboration? Is this collaboration expected to continue?	WFP Management MoSA and PCM UN Agencies EU and other donors World Bank
	<b>2.3 What were the key achievements of the communication campaign underlying the MADAD project and what factors influenced these?</b>	
	What were the key achievements of the communication campaign underlying the MADAD projects?	WFP Management EU
	What positive/negative factors influenced the ability of the campaign to achieve its objectives?	WFP Management EU
	What were the key challenges faced and how were these addressed?	WFP Management EU
	<b>EQ3 – How efficient was the design and implementation of the MADAD project? (Efficiency)</b>	
	<b>3.1 How efficient was the delivery of cash assistance (including issuance, validation, redemption, feedback, and delivery mechanisms) to vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?</b>	
	In the last three years, what measures were put in place to ensure that recipients were easily able to <ul style="list-style-type: none"> <li>- Register for cash assistance</li> <li>- Receive their payment cards</li> </ul>	WFP Management WFP FO MoSA and PCM SDC Management

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
	<ul style="list-style-type: none"> <li>- Be validated (right person, right card)</li> <li>- Redeem their cash</li> </ul> <p><i>(Prompt: Were there specific challenges for any particular groups such as women, men, the elderly, PWDs, widows, displaced people.)</i></p>	CP UN Agencies Syrian Community Leaders MTO/BLF
	<p>What have been the challenges at each stage and how have these been addressed? <i>(Prompt: Were there specific challenges for any particular groups such as women, men, the elderly, PWDs, widows, displaced people)</i></p>	WFP Management WFP FO MoSA and PCM SDC Management CP UN Agencies Syrian Community Leaders MTO/BLF
	<p>What more could have been done in order to ensure that recipients could safely and easily access their cash transfers?</p>	WFP Management WFP FO MoSA and PCM SDC Management CP UNHCR
	<p>What costs were incurred by cash recipients e.g. travel costs, travel time, waiting in line? Were these different for different groups (men, women, elderly, PWDs)? How were these additional costs factored into the project design?</p>	WFP Management WFP FO MoSA and PCM SDC Management CP UNHCR Syrian Community Leaders Local Authorities
	<p>Did recipients consistently receive their cash cards on the planned dates? If there were delays in the planned and actual delivery dates what were the reasons for this and how was this addressed?</p>	WFP Management WFP FO MoSA and PCM SDC Management CP

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
		UNHCR
	Were recipients consistently able to access cash transfers (at MTOs, shops etc.) on the dates that they expected to? If not, what were the reasons for this and how was this addressed?	WFP Management WFP FO MoSA and PCM SDC Management CP UNHCR
	If there were delays in recipients being able to access cash (e.g. transfers were not made on the planned days and/or transfers not made every month as expected) how was this communicated by WFP (or other agencies)? <i>Prompt: How/what channels does/did WFP and other organisations involved use to communicate with recipients</i>	WFP Management WFP FO SDC Management CD UN Agencies Syrian Community Leaders Local Authorities
	If recipients want to provide feedback to WFP and other organisations or make a complaint about the cash assistance how is/was this facilitated?	WFP Management WFP FO SDC Management CD UN Agencies Syrian Community Leaders Local Authorities
	What changes have there been in the ability to lodge and address complaints and feedback since the establishment of the new GRM (August 2024) and the WFP-call centre (2021)?	WFP Management WFP FO MoSA and PCM SDC Management CP UNHCR
	What actions have been taken to avoid duplication at registration and distribution stages? – How successful has this been and what evidence is there to support this?	WFP Management WFP FO MoSA and PCM SDC Management

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
		CP UNHCR
	How were inclusion and exclusion errors addressed?	WFP Management WFP FO MoSA and PCM SDC Management CP UNHCR
	How did the actual costs of the MADAD project compare with the predicted costs used in planning and decision-making? <i>(Including the cost per beneficiary, per transfer activity, per year)</i>	WFP Management
	What key advantages and challenges have there been with the selected cash delivery mechanisms? What alternative delivery mechanisms could have been considered? <i>(Prompt: efficiency at times of scale-up/reduction/change in caseload numbers)</i>	WFP Management UNHCR
	In what ways could efficiency have been improved? <i>(Prompt: for example, use of financial resources and staff time; cash transfer delivery mechanism etc.)</i>	WFP Management MoSA and PCM CP UN Agencies
	What do you feel the advantages and challenges of using the current delivery mechanism have been, particularly with changing caseload sizes? Would other delivery mechanisms have been more efficient?	WFP Management MoSA and PCM UN agencies (UNHCR and UNICEF) CP
<b>EQ 3.2 To what extent were the technical assistance outputs delivered within the intended timeframe?</b>		
	To what extent were planned outputs for TA provided by WFP delivered within the expected timeframe? What influenced any deviation between planned and achieved timelines? Did the timeliness of output delivery affect the effectiveness of these outputs in improving government capacity for NPTP/SP implementation?	WFP Management MoSA and PCM SDC Management
<b>EQ4 – How impactful was the MADAD project on strengthening safety nets in Lebanon to support the most vulnerable Lebanese and Syrian refugees? (Impact)</b>		
<b>EQ 4.1 Did the MADAD project have any positive or negative, intended or unintended impacts on the social and economic wellbeing of the beneficiaries? If so, was there any difference among target beneficiary groups? Did the project have any positive or negative impact on the communities, specifically on social stability and intra and inter communal dynamics and relationships?</b>		



KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
	Without mentioning any names or specific cases - Have any protection risks have arisen as a result of the cash assistance provided to refugees and vulnerable Lebanese? <i>Prompt: (Protection risks include violence/harassment/threats/extortion/price raising against cash recipients, protection from sexual exploitation and abuse etc.)</i>	WFP Management WFP FO MoSA and PCM SDC Management CP Syrian Community Leaders Local Authorities MTO/BLF
	What could have been done to reduce these risks and what actions have been taken to reduce these risks?	WFP Management WFP FO MoSA and PCM SDC Management CP Syrian Community Leaders Local Authorities MTO/BLF
	What evidence is there of additional or unintended positive or negative effect/impacts for the recipients of the cash assistance interventions? Is there evidence of this? <i>(Prompt: benefits could be social (including improved community relationships, improved relationships within and between households) and economic including changes in market conditions and the local economy)</i>	WFP Management WFP FO MoSA and PCM SDC Management CP Syrian Community Leaders Local Authorities MTO/BLF
	Have there been any other unintended positive or negative effects/impacts? <i>(Prompt such as on livelihood or market opportunities, changes in market conditions, access to goods or prices etc.)</i>	WFP Management WFP FO MoSA and PCM SDC Management CP Syrian Community Leaders Local Authorities

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
		MTO/BLF
	What if any evidence is there of any benefits for the broader community (i.e. those not receiving cash assistance) of the cash assistance interventions? <i>(Prompt: benefits could be social (including improved community relationships, improved relationships within and between households) and economic including changes in market conditions and the local economy)</i>	WFP Management WFP FO MoSA and PCM SDC Management CP Syrian Community Leaders Local Authorities MTO/BLF
	What negative social and economic impacts have there been as a result of the cash assistance interventions for the broader community? <i>(Prompt: negative impacts could be social (including deterioration in community relationships and within and between households) and economic (including changes in market conditions and the local economy))</i>	WFP Management WFP FO MoSA and PCM SDC Management CP Syrian Community Leaders Local Authorities MTO/BLF
	Have there been any other positive or negative impacts of the cash interventions?	WFP Management WFP FO MoSA and PCM SDC Management CP Syrian Community Leaders Local Authorities MTO/BLF UN Agencies
	What if any evidence is there that the MADAD project has helped ensure the economic resilience of the most vulnerable Lebanese and the most vulnerable Syrian refugees (i.e. Their ability to look after or support themselves in the longer term)?	WFP Management MoSA and PCM EU
<b>EQ5 – How coherent was the MADAD project with the national emergency and social protection frameworks and policies? (Coherence)</b>		
<b>EQ5.1 To what extent has the MADAD project been coordinated/interacting with the other programmes targeted at refugees and vulnerable</b>		

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
<b>Lebanese within WFP's portfolio?</b>		
	What steps were taken during the MADAD project design and implementation stages to ensure synergies with other relevant WFP interventions? <i>(Prompt: What were the key WFP interventions with which the different components of the MADAD project was aligned?)</i>	WFP Management WFP FO
	Is there evidence of and what were the results of the coordination/interaction between the different components of the MADAD project and other WFP interventions?	WFP Management WFP FO
<b>EQ5.2 How well has the MADAD project aligned with the broader humanitarian response framework in Lebanon, including emergency assistance, the National Social Protection Strategy, and the humanitarian-development-peace nexus in Lebanon?</b>		
	How effective has the communication and coordination been between the LOUISE partners (WFP, UNHCR, UNICEF) and what challenges have been encountered? <i>(Prompt: This may include coordination of assessments or card issuance; over targeting or common hotline / complaints mechanisms, common Information Management (IM) portal; increased negotiating power with BLF; accountability etc.).</i>	WFP Management WFP FO UNHCR UNICEF CP
	What challenges have been encountered and how successfully have any challenges been overcome?	WFP Management WFP FO UNHCR UNICEF CP
	What other ongoing social protection and cash interventions have the NPTP and MPC been aligned with?	WFP Management WFP FO MoSA and PCM CP SDC Management UN Agencies EU and other donors World Bank
	How has alignment with the broader humanitarian response framework – including emergency assistance, social protection strategies, and the humanitarian-development-peace nexus – been ensured?	WFP Management WFP FO MoSA and PCM CP

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
		SDC Management UN Agencies EU and other donors World Bank
	Have effective partnerships (including referrals) been created on the ground and allowed for facilitating the bridge between addressing immediate needs and a longer-term approach? ( <i>Prompt: examples of synergies with other humanitarian partners and national social protection partners and initiatives; referrals from cash interventions to livelihood interventions</i> )	WFP Management WFP FO MoSA and PCM CP SDC Management UN Agencies EU and other donors World Bank
	What have the challenges been in ensuring this alignment and synergies and how have these been overcome (or how could they be overcome)? ( <i>Prompt: resource-related barriers; legal barriers such as refugee access to work permits; ongoing sudden crises etc.</i> ) Are there further improvements that could be made?	WFP Management WFP FO MoSA and PCM CP SDC Management UN Agencies EU and other donors World Bank
	What more could be done to co-ordinate with or co-operate between social protection interventions and humanitarian responses? ( <i>Prompt: what opportunities are there for developing exchanges and learning on coordination and connection between social protection programmes</i> )	WFP Management WFP FO MoSA and PCM CP SDC Management UN Agencies EU and other donors World Bank
<b>EQ6 – How sustainable are the activities funded through the MADAD project? (Sustainability)</b>		
<b>EQ6.1 To what extent does the Government of Lebanon have the capacity/willingness to continue SRSP beyond MADAD support?</b>		
	To what extent does the Government have the capacity to fund shock responsive social	WFP Management

KII Guide Question number <sup>144</sup>	Question	Relevant stakeholder/KI
	protection systems for vulnerable populations in the future? <i>(including financial capacity to make payments as well as resources to fund and train MoSA staff such as call centre staff; and ability to manage service delivery such as management of payment platforms)</i>	MoSA and PCM World Bank UN Agencies EU and other donors
	What are the key factors that could: - enable - hinder The Government's ability to continue to fund reliable SRSP in the coming years?	WFP Management MoSA and PCM World Bank UN Agencies EU and other donors
	What recommendations would you have to ensure the Government's ongoing capacity to implement reliable Shock Responsive Social Protection (SRSP) in Lebanon in the future?	WFP Management MoSA and PCM World Bank UN Agencies EU and other donors

Any other issues you would like to highlight, or information we should be aware of?

Do you have any additional recommendations related to the future of SRSP in Lebanon?

Thank you for your time.

## Focus group discussions

### **MADAD Project Evaluation: FGD Guide for discussions with MoSA SDC staff, including social workers beneficiaries**

Detailed Location (e.g. town/village, district, building where FGD held (SDC office etc.))	
Component type	
Beneficiary type	SDC Staff and Social Workers
Number Men/Women present	Men:      Women:
Date of FGD	
Email/contact of any key representative (in case need to confirm information)	
Facilitator	

#### **Introduce evaluation:**

#### **FGD protocol for all FGDs (to be adapted depending on the group)**

- **Introduction of consultants**

*We are a team of independent consultants who have been commissioned by WFP to conduct an evaluation of the EU-funded technical assistance provided to MoSA staff, as well as the cash assistance provided for Syrian refugees and to vulnerable Lebanese through the NPTF from February 2019 to February 2025.*

*We are speaking to people involved in the project including beneficiaries, WFP staff, cooperating partner staff, the Ministry of Social Affairs, donors, community leaders, local authorities and other humanitarian actors.*

- **Explanation of the objectives of the FGD**

*We are interested in obtaining your thoughts capacity strengthening support that you have received from WFP including how useful it was for your work, how sustainable it has been, and what gaps there were..*

- **Note that the discussion should take approximately 90 minutes.**

- **Explanation that all information shared is confidential and relevant measures to ensure confidentiality will be in place i.e.:**

- Data will be amalgamated so contributions cannot be attributed to specific interviewees.
- If we would like to use a quote from the discussion in the evaluation report that has not been repeated by other persons, we will ask for consent to use the quote. There will be no mention of the name of the person.

- **Participants will be informed that we are taking notes. If recording the discussion (to ensure notes are complete), permission will be sought from participants, highlighting that recordings will be deleted as soon as the notes are completed.**

- **Participants will be asked if they have any questions and consent sought to start the interview/discussion.**

**Thank you for your time, do you have any recommendations or other issues to highlight?**

FGD Questions	Associated evaluation criteria and EQ
<p>a) Can you provide an overview of the capacity strengthening support that you have received from WFP in order to help you carry out your work? <i>(Prompt: training, resources (e.g. digital data collection instruments), incentives)</i></p> <p>b) If you were provided with training, what training did you attend? <i>(Prompt: Training using digital data collection tools; collecting baseline data; carrying out PDM to capture food-security and other indicators; e-card distribution planning; reporting and communication with beneficiaries; gender and protection training (with UNWOMEN)?</i></p> <p>c) How relevant and appropriate do you find the capacity-strengthening/training you've received for your work as SDC social workers or SDC staff?</p>	<p>Relevance</p> <p>EQ 1.2 How relevant and appropriate has the technical assistance to MoSA/NPTP been?</p>
<p>a) If you received training, can you remember when you received it (year and if possible, month)?</p> <p>b) Was it a one-off training or did you have further training and/or refresher training?</p> <p>c) If you received training, how have you applied what you learned in your everyday work?</p> <p>d) Can you provide specific examples of how the training has made your work easier or more efficient?</p> <p>e) If you received gender and protection training (with UN WOMEN) in what ways has this increased your skills to identify, address, report and tackle gender, protection and GBV related issues as a result of the training provided?</p> <p>f) Are there any tasks that you can now perform that you couldn't before, thanks to the training?</p> <p>g) What have been the enablers and barriers to you applying the skills you've learned during your training?</p> <p>h) What systems have been put in place by WFP which facilitate your work?</p> <p>i) Are they still functioning well? – or are there any challenges in using them?</p> <p>j) What tools has WFP provided which are helpful for you our daily work? What is so useful about them?</p> <p>k) How helpful have the WFP incentives been to ensure you keep coming to work?</p> <p>l) Has the training you've been given helped you to keep your job? <i>(Prompt: Would you have left your job if you hadn't had the training)</i></p>	<p>Effectiveness</p> <p>EQ 2.2 To what extent has the technical assistance component of MADAD achieved its intended objectives? How effective were the capacity building initiatives in strengthening the institutional resilience and improving MoSA's operational efficiency?</p>

m) How helpful have the FAQs on the NPTP been when you are communicating with beneficiaries and other members of the community?	
n) Is there any other capacity strengthening support that would be useful to you in your ever day work?	

#### **MADAD Project Evaluation: FGD Guide for discussions with MADAD MPC beneficiaries**

Detailed Location (e.g. town/village, district, building where FGD held (SDC office etc.))	
Component type	MPC
Beneficiary type	Syrian refugee
Number Men/Women present	Men:      Women:
Approx. Number of PWD/Youth/elderly	PWD      Youth      Elderly
Date of FGD	
Email/contact of any key representative (in case need to confirm information)	
Facilitator	

#### **Introduce evaluation**

##### **FGD protocol for all FGDs (to be adapted depending on the group)**

##### **▪ Introduction of consultants**

*We are a team of independent consultants who have been commissioned by WFP to conduct an evaluation of the EU-funded multi-purpose cash assistance for Syrian refugees from February 2019 to February 2025.*

*We are speaking to people involved in the project including MPC beneficiaries, WFP staff, cooperating partner staff, the Lebanese Ministry of Social Affairs, donors, community leaders and other humanitarian actors.*

##### **▪ Explanation of the objectives of the FGD**

*We are interested to obtain your thoughts on the multi-purpose cash assistance that you have received including how useful it was, what impact the assistance has had and other issues such as approaches to targeting.*

##### **▪ Note that the discussion should take approximately 90 minutes.**

##### **▪ Explanation that all information shared is confidential and relevant measures to ensure confidentiality will be in place i.e.:**

- Data will be amalgamated so contributions cannot be attributed to specific interviewees.
- If we would like to use a quote from the discussion in the evaluation report that has not been repeated by other persons, we will ask for consent to use the quote. There will be no mention of the name of the person.

##### **▪ Participants will be informed that we are taking notes. If recording the discussion (to ensure notes are complete), permission will be sought from participants, highlighting that recordings will be deleted as soon as the notes are completed.**



- **Participants will be asked if they have any questions and consent sought to start the interview/discussion.**

FGD Questions	Associated evaluation criteria and EQ
<p>d) Have WFP or any of the other organizations involved in providing the EU MADAD cash assistance ever asked about your household's needs. <i>(Facilitator: check that different profiles respond to this e.g. PWDs, elderly, youth, other potentially marginalized groups and note any differences)</i></p> <p>e) If yes: Do you feel that you were listened to and what (if any) changes took place as a result?</p> <p>f) Was cash assistance the right kind of assistance to ensure you could cover your needs? Would another form of support have been more appropriate?</p>	<p>Relevance</p> <p>EQ 1.1</p> <p>How relevant and appropriate have the different cash components of the MADAD project been (MPC to vulnerable Syrian refugees and Lebanese NPTP beneficiaries, emergency support to NPTP beneficiaries, and support to PRS refugees) and how appropriate to the different needs of the different beneficiaries (women, men, girls, boys, people with disabilities, older people)</p>
<p>a) To what extent has the cash assistance met families' needs in terms of food, health, education, and other necessities?</p> <p>b) Is this the same for everyone or is it different for families with additional vulnerabilities such as Female-headed households (FHH), families with PWD, PLW, elderly people, large families etc.?</p> <p>c) Are there any types of needs that some families are frequently unable to cover? Which?</p> <p>d) How do you cover any additional basic needs? <i>(Prompt: other govt/humanitarian assistance; work/labor; other activities)</i></p> <p>e) Did the cash assistance have any different impacts for men and women-headed households? And for men, women, boys, girls, the elderly or people with disabilities, or other vulnerable groups or not?</p> <p>f) What kinds of coping strategies have you, other families or vulnerable beneficiaries used to cover their expenses? Without mentioning any names, have you heard of any people using negative or risky strategies <i>Prompt: such as skipping meals, selling belongings/assets, taking on debt, begging, children leaving school or sending children to work or for early marriage, living in sub-standard accommodation, specify others)</i></p>	<p>Effectiveness</p> <p>EQ2.1 Did the cash assistance provided to vulnerable Lebanese and Syrian refugees adequately meet their basic needs? Were the outcomes different between men and women-headed households?</p>

g) Have you noticed any positive changes for men, women, children or people with special needs because of receiving the cash assistance? Can you provide examples?	
a) Has the amount you have received in the last three years adequately changed in line with your changing needs and other changes such as price rises? <i>(Prompt: did the assistance change when new crises occurred (e.g. Covid-19, Beirut port explosion, economic collapse, displacement, escalation of conflict etc.)</i> b) How did the changes help? c) Were the changes quick enough? d) Were there any crises that occurred where there were no (or not adequate) changes in assistance? e) Have you noticed any changes which have helped you to access your cash more easily each month? <i>(prompt; any increase in ATMs; changed delivery mechanism; staggering of e-card loading dates; queue control, others?)</i>	Relevance EQ 1.3 To what extent did the MADAD project adapt to the evolving humanitarian needs of the target populations, particularly in light of the multiple compounding crises (refugees, Covid-19, Beirut port explosion, economic collapse, escalation of international conflict)
a) Do you know how the organisations managing the cash assistance decided which households should be included or excluded from the programme? b) Do you think the assistance is going to the right people? or are there any individuals or groups in your community that are excluded from this cash support who you think should be included? If so, why? c) Have you or people you know ever been excluded from the cash assistance and then reincluded? If so, do you know why? d) Do you think people need or would like more information on why some households are included in the project and some are not?  <i>OPTIONAL/if time available - What is the best way for the organisations managing the cash project to inform households and communities about why certain households are targeted and some are not? (Prompt: in-person, through SMS, through leaflets, through SDCs etc.)</i>	Relevance  No EQ but focusing on: How adequate was the targeting process i.e., accessible, transparent, independent, impartial, gender-sensitive, and inclusive for reaching the most vulnerable?
a) Do you know of any challenges you or others have had in: <ul style="list-style-type: none"> <li>i. registering for the cash assistance?</li> <li>ii. receiving the payment cards?</li> <li>iii. getting the cash at the ATM?</li> <li>iv. using the point of sales devices in the shops?</li> </ul>	Efficiency EQ3.1 How efficient was the delivery of cash assistance (including issuance, validation, redemption, and feedback and delivery mechanisms) to

<ul style="list-style-type: none"> <li>v. getting the goods you wanted in the WFP contracted shops?</li> <li>vi. have women, the elderly or disabled or any other groups had additional or other difficulties?</li> </ul> <p>b) Were you always told</p> <ul style="list-style-type: none"> <li>i. what cash assistance you would receive,</li> <li>ii. when and where you would receive it</li> <li>iii. any changes in assistance (distribution dates / amount of the cash transfer) and why?</li> </ul> <p>c) Did you receive your cash assistance on time, late or when you were expecting it?</p> <p>d) Were there occasions when you couldn't access the cash assistance? (<i>Prompt: because you didn't feel you could safely access it; because there was no money in the ATM/POS; because you didn't understand how to access the cash</i>)? Did this improve during the life of the project? How could it have been improved further?</p> <p>e) How accessible or time consuming or costly is it to get to cash collection points (ATMs) and the vendors or shops where you are able to spend or withdraw the assistance (point of sale shops), for you. Is this the same for everyone, including people with special needs (such as women, the elderly, PWD or others)?</p> <p>f) If you or your family had any difficulties or problems related to the cash assistance, do you know where to give feedback or complaints and did you know this in the past also? If so, how have you done this? (<i>hot/helplines, speak to WFP/partner staff or community representative, other?</i>).</p> <p>g) If you did raise any issues about the cash assistance, what kind of feedback or complaint? and did you get a timely and helpful response?</p>	<p>vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?</p> <p>And</p> <p>EQ4.1 Did the MADAD project have any positive or negative, intended or unintended, impacts on the social, and economic well-being of the beneficiaries? If so, was there any difference among different beneficiary groups? Did the project have any positive or negative impact on the communities, specifically on social stability and intra and inter communal dynamics and relationships?</p>
<p>a) Apart from what has been mentioned, what positive or negative impacts did the cash assistance have on you or your families (a) social and (b) economic wellbeing?</p> <p>b) Were the benefits different for different people such as men, women, boys, girls, people with disabilities, older people etc.?</p> <p>c) Did the project have any positive or negative impact on relationships within people's families?</p> <p>d) Did the project have any positive or negative impacts between beneficiaries and non-beneficiaries in the wider community where you live? (<i>Prompt: Jealousy, tension at ATMs/shops etc.</i>)</p> <p>e) Have you heard of any occasions when beneficiaries have been dealt with in an undignified manner, asked for favors</p>	<p>Impact</p> <p>EQ4.1 Did the MADAD project have any positive or negative intended or unintended impacts on the social and economic wellbeing of the beneficiaries? If so, were there any differences among different beneficiary groups?</p> <p>Did the project have any positive or negative impact on the communities, specifically on the social stability and intra and inter communal dynamics and relationships?</p>

or gifts or payments to be included in the project or get assistance, or felt unsafe as a result of the project?	
a) Have you received assistance from other organisations/programmes?  b) If so, did this complement the cash assistance you have received from WFP?	Coherence  5.1. How well has the MADAD project been coordinated/interacting with the other programmes targeted at refugees and vulnerable Lebanese, including, but not limited to, other national social assistance programmes?  5.2 How well has the MADAD project aligned with the broader humanitarian response framework in Lebanon, including emergency assistance, the social protection landscape, the National Social Protection Strategy, and the humanitarian-development-peace nexus in Lebanon

**Thank you for your time, do you have any recommendations or other issues to highlight?**

**MADAD Project Evaluation: FGD Guide for discussions with former NPTP MADAD beneficiaries (absorbed into another social safety net)**

Detailed Location (e.g. town/village, district, building where FGD held (SDC office etc.))	
Component type	NPTP
Beneficiary type	Former NPTP beneficiaries who have been absorbed into the ESSN or SRSN
Number Men/Women present	Men:      Women:
Approx. Number of PWD/Youth/elderly	PWD      Youth      Elderly
Date of FGD	
Email/contact of any key representative (in case need to confirm information)	
Facilitator	

**Introduce evaluation**

**FGD protocol for all FGDs (to be adapted depending on the group)**

▪ **Introduction of consultants**

*We are a team of independent consultants who have been commissioned by WFP to conduct an evaluation of the EU-funded National Poverty Targeting Programme cash assistance to 'vulnerable Lebanese'. The evaluation questions will mainly cover the period since the NPTP was closed – June 2024.*

*We are speaking to people who were involved in the NPTP including NPTP beneficiaries, WFP staff, cooperating partner staff, the Lebanese Ministry of Social Affairs, donors, social workers, local authorities and other*

humanitarian actors.

- **Explanation of the objectives of the FGD**

*We are interested in your thoughts on any changes you've experienced having being moved from the NPTP to another social safety net and any impacts on your family and the wider community as well as other issues such as approaches to targeting.*

- **The discussion should take approximately 90 minutes.**
- **Your name will not be taken or used and anything you say will not be shared or linked to you or your name.**
- **All information is confidential and relevant measures to ensure confidentiality will be in place i.e.:**
  - Any information will only be recorded in a way that it will not be linked to your name.
  - If we would like to use a quote from something you say in the evaluation report that has not been repeated by other persons, we will ask your permission to use the quote. There will be no mention of the name of the person.
- **We will be taking some notes for use by the evaluation team only.**
- **If recording the discussion (to ensure notes are complete), permission will be sought from participants, highlighting that recordings will be deleted as soon as the notes are completed.**
- **Participants will be asked if they have any questions and consent sought to start the interview/discussion.**

FGD Questions	Associated evaluation criteria and EQ
<p>g) Did you receive NPTP emergency support? If so, how adequate was it – redemption process, amounts, etc – to your needs at the time? If not, would you have needed emergency support?</p> <p>b) Has the NPTP assistance been adapted to crises over time in any other manner?</p>	<p>Relevance</p> <p>EQ1.3 To what extent did the MADAD project adapt to the evolving humanitarian needs of the target populations, particularly in light of the multiple compounding crises (refugees, covid-19, Beirut port explosion, economic collapse, escalation of international conflict)?</p> <p><i>N.B. This question is primarily for FGDs in the South where no NPTP DE FGDs were held with beneficiaries</i></p>
<p>c) When the NPTP closed last year, what other government social safety net were you included in (<i>ESSN or SRSN</i>)?</p> <p>Were you or your household informed that you would be receiving assistance through a different social safety net? If so, how? (<i>in person, by SMS, leaflet, else</i>) If yes, do you know by whom? (<i>SDC, a social worker, WFP, CP, other</i>)</p> <p>d) Were you told</p> <ul style="list-style-type: none"> <li>vii. What, if any, changes in the amount of cash assistance you would receive</li> <li>viii. What, if any, changes in the frequency of when you would receive it</li> <li>ix. What, if any, changes about the date you would receive it</li> <li>x. What, if any. Changes in where you could collect/redeem your cash assistance?</li> </ul>	<p>Efficiency</p> <p>EQ3.1 <b>How</b> efficient was the [transition in] delivery of cash assistance (including issuance, validation, redemption, and feedback and delivery mechanisms) to vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?</p>

<p>e) How adequate do you deem the information you received? Why?</p> <p>f) How much notice/warning were you given that you would no longer receive NPTP assistance but would be receiving support from the ESSN/SRSN?</p>	
<p>g) Do you know why you were selected to receive assistance from the ESSN/SRSN? <i>(do recipients know/understand the targeting criteria)</i></p> <p>h) Do you think the right people are being supported by the safety nets? Are there any individuals or groups in your community that are not getting safety net support, but you feel should be included? If so, why?</p> <p>i) Do you need or would like more information on why some households are included in the safety net and some are not?</p> <p><i>OPTIONAL/if time available - What is the best way to inform households and communities about why certain households are targeted and some are not? (Prompt: in-person, through SMS, through leaflets, through SDCs etc.)</i></p>	<p>Relevance</p> <p>No EQ but focusing on: How adequate was the targeting process i.e., accessible, transparent, independent, impartial, gender-sensitive, and inclusive for reaching the most vulnerable?</p>
<p>j) Since you were included in the ESSN or SRSN last year have the following been easier or harder for you?</p> <ul style="list-style-type: none"> <li>xi. registering for the cash assistance? Better/same/worse</li> <li>xii. receiving the payment cards? Better/same/worse</li> <li>xiii. getting the cash at the ATM or MTO? Better/same/worse</li> <li>xiv. using the point of sales devices in the shops/MTO? Better/same/worse</li> </ul> <p>k) Have women, the elderly or disabled or any other groups had additional or other difficulties? Any examples?</p> <p><i>(Facilitator note for the NPTP, WFP had tried to tailor the number of cash redemption outlets to where people were based plus redemption dates were staggered to avoid liquidity and crowding issues. For the ESSN all transfers are made at the same time.)</i></p> <p>l) In the last year have you noticed any changes in the frequency of cash disbursements? If so, what impact has this had on your ability to address your needs?</p> <p>m) Did you have any questions about the changes or have feedback or complaints about the changes?</p> <p>n) Did you raise these and if so how? <i>(Probe: Social worker, SDC staff, WFP/partner, hotline, specify other)</i></p>	<p>Efficiency</p> <p>EQ3.1 <b>How</b> efficient was the [transition in] delivery of cash assistance (including issuance, validation, redemption, and feedback and delivery mechanisms) to vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?</p>

<p>o) Was your question, feedback or complaint responded to in a timely way?</p> <p>p) If yes: Do you feel that you were listened to and what if anything changed or took place as a result?</p>	
<p>q) Since you were included in the ESSN or SRSN last year, has the assistance allowed you to cover more or less of our household's basic needs <b>in</b> terms of food, health, education, and other necessities or is it the same as when you were on the NPTP? Why? (amounts, frequency, inflation, etc)</p>	<p>Effectiveness</p> <p>EQ 2.1 Did the cash assistance provided to vulnerable Lebanese and Syrian refugees adequately meet their basic needs? Were the outcomes different between men and women-headed households?</p>
<p>r) Apart from what has been mentioned already, what positive or negative impacts have been provided with social safety net cash assistance had on you or your families (a) social and (b) economic wellbeing?</p> <p>s) Were/are the benefits different for different people such as men, women, boys, girls, people with disabilities, older people etc.?</p> <p>t) Have there been any positive or negative impact on relationships within people's families?</p> <p>u) Have there been any positive or negative impacts between beneficiaries and non-beneficiaries in the wider community where you live? (<i>Prompt: Jealousy, tension at ATMs/shops etc.</i>)</p> <p>v) Have you heard of any occasions when beneficiaries have been dealt with in an undignified manner, asked for favors or gifts or payments, or felt unsafe as a result of being included in the safety net?</p>	<p>Impact</p> <p>EQ4.1 <b>Did</b> the MADAD project have any positive or negative intended or unintended impacts on the social and economic wellbeing of the beneficiaries? If so, were there any differences among different beneficiary groups?</p> <p>Did the project have any positive or negative impact on the communities, specifically on the social stability and intra and inter communal dynamics and relationships?</p>
<p>w) Have you received assistance from other organisations/programmes?</p> <p>If so, how complementary do you this is?</p>	<p>Coherence</p> <p>EQ 5.1. How well has the MADAD project been coordinated/interacting with the other programmes targeted at refugees and vulnerable Lebanese, including, but not limited to, other national social assistance programmes?</p>

**Thank you for your time, do you have any recommendations or other issues to highlight? If you would like to speak with us quietly or confidentially or without lots of other people present, please let us know or stay behind afterwards. You will be chaperoned by a person of your choice.**

**MADAD Project Evaluation: FGD Guide for discussions with former NPTP MADAD beneficiaries (who have not been absorbed into another social safety net)**

Detailed Location (e.g. town/village, district,	
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building where FGD held (SDC office etc.)	
Component type	NPTP
Beneficiary type	Former NPTP beneficiaries who have not been absorbed into the ESSN or SRSN
Number Men/Women present	Men:      Women:
Approx. Number of PWD/Youth/elderly	PWD      Youth      Elderly
Date of FGD	
Email/contact of any key representative (in case need to confirm information)	
Facilitator	

## Introduce evaluation

### **FGD protocol for all FGDs (to be adapted depending on the group)**

- **Introduction of consultants**

*We are a team of independent consultants who have been commissioned by WFP to conduct an evaluation of the EU-funded National Poverty Targeting Programme cash assistance to 'vulnerable Lebanese'. The evaluation questions will mainly cover the period since the NPTP was closed – June 2024.*

*We are speaking to people who were involved in the NPTP including NPTP beneficiaries, WFP staff, cooperating partner staff, the Lebanese Ministry of Social Affairs, donors, social workers, local authorities and other humanitarian actors.*

- **Explanation of the objectives of the FGD**

*We are interested in your thoughts on any changes you've experienced since the NPTP closed and any impacts on your family and the wider community as well as other issues such as approaches to targeting.*

- **The discussion should take approximately 90 minutes.**
- **Your name will not be taken or used and anything you say will not be shared or linked to you or your name.**
- **All information is confidential and relevant measures to ensure confidentiality will be in place i.e.:**
  - *Any information will only be recorded in a way that it will not be linked to your name.*
  - *If we would like to use a quote from something you say in the evaluation report that has not been repeated by other persons, we will ask your permission to use the quote. There will be no mention of the name of the person.*
- **We will be taking some notes for use by the evaluation team only.**
- **If recording the discussion (to ensure notes are complete), permission will be sought from participants, highlighting that recordings will be deleted as soon as the notes are completed.**
- **Participants will be asked if they have any questions and consent sought to start the interview/discussion.**

FGD Questions	Associated evaluation criteria and EQ
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<p>h) Did you receive NPTP emergency support? If so, how adequate was it – redemption process, amounts, etc – to your needs at the time? If not, would you have needed emergency support (if affected by the war)?</p> <p>i) Has the NPTP assistance been adapted to crises over time in any other manner?</p>	<p>Relevance</p> <p>1.3 To what extent did the MADAD project adapt to the evolving humanitarian needs of the target populations, particularly in light of the multiple compounding crises (refugees, covid-19, Beirut port explosion, economic collapse, escalation of international conflict)?</p> <p><i>N.B. This question is primarily for FGDs in the South where no NPTP DE FGDs were held with beneficiaries</i></p>
<p>j) Were you or your household informed that you would be receiving assistance through a different social safety net? If so, how? (<i>in person, by SMS, leaflet, else</i>) If yes, do you know by whom? (<i>SDC, a social worker, WFP, CP, other</i>)</p> <p>k) How were you given this information (<i>in-person, by SMS, leaflet or any other?</i>)</p> <p>l) How much notice/warning ahead of time were you given that you would no longer receive NPTP assistance?</p> <p>m) Do you know why you were de-selected from the NPTP and not selected for the ESSN/SRSN? (<i>do recipients know/understand the targeting criteria</i>)</p> <p>n) Do you think the right people are being supported by the safety nets?</p> <p>o) Did you have any questions about the changes or have feedback or complaints about the changes?</p> <p>p) Did you raise these and if so how? (<i>Probe; Social worker, SDC staff, WFP/partner, hotline, specify other</i>)</p> <p>q) Was your question, feedback or complaint responded to in a timely way?</p> <p>If yes: Do you feel that you were listened to and what if anything changed or took place as a result?</p> <p><i>OPTIONAL/if time available - What is the best way to inform households and communities about why certain households are targeted and some are not? (Prompt: in-person, through SMS, through leaflets, through SDCs etc.)</i></p>	<p>Relevance</p> <p>No EQ but focusing on: How adequate was the targeting process i.e., accessible, transparent, independent, impartial, gender-sensitive, and inclusive for reaching the most vulnerable?</p>

<p>r) Before the NPTP was closed, did you notice any changes in the frequency of cash disbursements?</p>	<p>Efficiency</p> <p>EQ3.1 How efficient was the [transition in] delivery of cash assistance (including issuance, validation, redemption, and feedback and delivery mechanisms) to vulnerable Syrian and Lebanese beneficiaries through the LOUISE/WFP systems?</p>
<p>s) What difference did the change in frequency make for you and your household in terms of meeting your basic needs?</p>	<p>Effectiveness</p> <p>EQ 2.1 Did the cash assistance provided to vulnerable Lebanese and Syrian refugees adequately meet their basic needs? Were the outcomes different between men and women-headed households?</p>
<p>t) Apart from what has been mentioned already, what positive or negative impacts has been provided with social safety net cash assistance had on you or your families (a) social and (b) economic wellbeing?</p> <p>u) Were/are the benefits different for different people such as men, women, boys, girls, people with disabilities, older people etc.?</p> <p>v) Have there been any positive or negative impact on relationships within people's families?</p> <p>w) Have there been any positive or negative impacts between beneficiaries and non-beneficiaries in the wider community where you live? (<i>Prompt: Jealousy, tension at ATMs/shops etc.</i>)</p> <p>x) Have you heard of any occasions when beneficiaries have been dealt with in an undignified manner, asked for favors or gifts or payments, or felt unsafe as a result of being included in the safety net?</p>	<p>Impact</p> <p>EQ4.1 Did the MADAD project have any positive or negative intended or unintended impacts on the social and economic wellbeing of the beneficiaries? If so, were there any differences among different beneficiary groups?</p> <p>Did the project have any positive or negative impact on the communities, specifically on the social stability and intra and inter communal dynamics and relationships?</p>
<p>r) Have you received assistance from other organisations/programmes?</p> <p>If so, how complementary do you find they were?</p>	<p>Coherence</p> <p>EQ 5.1 How well has the MADAD project been coordinated/interacting with the other programmes targeted at refugees and vulnerable Lebanese, including, but not limited to, other national social assistance programmes?</p>

**Thank you for your time, do you have any recommendations or other issues to highlight? If you would like to speak with us quietly or confidentially or without lots of other people present, please let us know or stay behind afterwards. You will be chaperoned by a person of your choice.**

## **MADAD Project Evaluation: Guidance for mini beneficiary/stakeholder spotlights:**

### **Introduction**

The mini beneficiary/stakeholder spotlights aim to capture short stories, highlighting specific areas of interest and incisive qualitative insights into aspects of the project's implementation and outcomes.

A maximum of four spotlights will be developed, coming from the voices of individual beneficiaries, beneficiary households or other stakeholders such as social workers. The spotlights will highlight the sentiments of different stakeholders, drawing from stakeholder interviews, FGDs and the document review.

The spotlights will be presented in text boxes in the evaluation report and should be a maximum of 400 words each.

### **Guidance on collecting data for the spotlights**

By their nature, the spotlight topics will not be selected in advance - they rely on the evaluators' experience and understanding of the project to identify specific examples which will provide a personalised picture of how the MADAD project was implemented and outcomes for individual beneficiaries, households and other stakeholders, such as social workers.

The spotlights may be linked to the main EQs and sub-questions or to a specific indicator from the evaluation matrix.

### **Selection of beneficiary/stakeholder spotlight participants**

The evaluators will identify the spotlight participants randomly. For example, participants will be selected from an FGD or KII who has an interesting story to tell and who can provide individual and personal insights into the project's implementation and/or outcomes.

Each spotlight will focus on a different aspect of the project and provide examples from different stakeholder groups (e.g. men, women, PWD, the elderly, vulnerable Lebanese, Syrian refugee, social worker).

The confidentiality and anonymity of mini beneficiary/stakeholder spotlights will be maintained although a record of their location and their role in the project will be included.

### **Guiding questions**

The below questions provide guidance for the evaluators in developing the spotlights, but these are not definitive as the evaluators will be led by the spotlight participants' story. Depending on the focus of the spotlight, just one of these questions may be asked of the spotlight participant and/or the evaluator will focus on an issue which is not covered here.

#### *Mandatory information:*

- First initial of spotlight participant (the full name is not required)
- Role of participant in the MADAD project (beneficiary, social worker, other stakeholder)
- Specific characteristics (MPC (Syrian refugee); NPTP (vulnerable Lebanese); male; female; elderly; PWD etc.)
- Location (Governorate)
- Household characteristics – number of persons in household, grandparent, FHH, child headed household etc.

#### *Potential guiding questions for beneficiaries and ex-beneficiaries (these will be adapted depending on which aspect of the project is being highlighted:*

- **Outcomes and impact:**
  - What difference did the cash transfers provided via the MADAD project have on their life?
  - Did the cash assistance have any particular positive or negative impacts?
- **Selection and targeting processes:**
  - Were the right people provided with cash transfers?
  - Was the selection process fair and transparent?

- What could have been to make the selection process more inclusive?
- **Delivery of cash assistance**
  - How easy was it to receive the cash transfer / were there any problems or challenges in terms of receiving the cash assistance? (e.g. receiving the cash card, accessing cash (using the card, functionality of cash machines), travelling to/from cash distribution points, timeliness of transfers)?
- **Cash transfer amount and frequency**
  - Was the cash transfer adequate to meet your basic needs?
  - Was the frequency of the cash transfer suitable? How long did it last?
  - What are your thoughts on the timing of the cash transfer?
- **Use of the cash transfer**
  - How did you use the cash transfer?
  - Were there any barriers to using the cash transfer?
- **Communication and feedback**
  - How did you receive information about the cash transfers? – were there any challenges for you in receiving the information?
  - What would the best way be for you to receive the information?
  - What feedback did you provide about the cash transfers? How was your feedback managed?
  - What suggestions do you have for improving communication and feedback?
- Is there anything else that you would like to share with us about your experience with the cash transfer project?

*Potential guiding questions for social workers*

- What difference has the training and capacity building provided by the MADAD project had on your life? (for social workers)
- What aspects of the implementation of the MADAD project worked particularly well from your point of view?
- Were there aspects of the MADAD project which did not work well or were challenging? Please elaborate.
- How could the project have been improved (for you as a social worker and/or for the beneficiaries)?
- Is there anything else that you would like to share with us about your experience with the cash transfer project?

### **MADAD Project Evaluation: Site observation checklist**

This observation checklist will be used if the opportunity arises while the evaluators are visiting different locations where FGDs and KIs have been organised. The sites observed would include locations and facilities where MADAD beneficiaries were able to redeem their cash transfer and/or use their e-card i.e. ATMs, MTOs, and shops.

**Date:**

**Location (name of town/village and Governorate):**

**Site (ATM/MTO/Shop):**

**Time of observation:**

**Name of observer:**

	Yes (where appropriate)	No (where appropriate)	Partially/unclear/not sure/don't know	Additional detail
Was sufficient cash available at the ATM/MTO				
Was there any sign of queuing/long waits/crowding at the ATM/MTO				
Approximately how many people were in the ATM/MTO/POS/retailers queue				
Was the ATM/POS/POS/retailer functioning (related to electricity and/or card/POS functioning)				
Was the situation at the ATM/MTO calm and orderly or were there any signs that recipients were not treated appropriately (uncomfortable, undignified, disrespectful, unsafe, harassed in any way):				
a. Being forced to pay to withdraw cash				
b. Pushed or physically threatened by others in the vicinity				

<b>c. Verbally harassed</b>				
Were there any signs that the security of the transaction and PIN codes were being used inappropriately (PIN codes/cards written/passed to others, people paid to withdraw cash as beneficiary unable, etc)				
Was the ATM/POS/shop accessible for the elderly, PWDs or other vulnerable or marginalised groups				
Was the retailer well stocked and a diverse range of appropriate food and non-food items available (if in a shop) (e.g. packaged goods, non-food items, hygiene products, spices, vegetable oil, pulses and lentils, rice and wheat, raw meat (beef, chicken, fish), dairy, fruit and vegetables etc)				
Were goods stored safely and appropriately (refrigerated as appropriate, not perished etc)				
Was there any evidence of support or information about entitlements or advice on safe transactions, rules about safe and dignified transactions, harassment or PSEA etc.				
Was there evidence of how recipients could provide feedback to WFP about the cash transfer or transaction				
Anything else of interest?				

# Annex 9. Numbers of people interviewed/FGD

## Inception phase people interviewed

Organization	Number of Informants
WFP Lebanon	9
MoSA	1
UNHCR	1
<b>Grand Total</b>	<b>11</b>

## Data collection phase people interviewed

Number of persons requested for KII = 60; Number not available = 15; Total number of persons interviewed 45 (27 men and 18 women)

Organization	Number of Informants
WFP Lebanon CO	9
WFP Lebanon FO	7
WFP ROC	3
WFP Brussels	1
MoSA Beirut	3
UN Agencies	4
Donors	5
Cooperating Partners (NGOs)	3
SDC Staff (managers and coordinators)	5
Head of Municipality	1
Syrian Community Outreach Volunteer	1
MTO	3
<b>Grand Total</b>	<b>45</b>

### Data collection phase people involved in FGDs

		MPC beneficiaries		NPTP beneficiaries		Social workers	
		Men	Women	Men	Women	Men	Women
Qobbayat, Akkar	Under-50	8	10	7	5	7	10
	Over-50	8	9	3	6	1	
Saida, South	Under-50	9	10	5	4		12
	Over-50	9	10	4	5		1
Zahle, Beqaa	Under-50	6	9	3	5	3	11
	Over-50	9	11	3	4	1	
Total no. of beneficiaries		49	59	25	29	12	34
Grand Total		208					



# Annex 10. Limitations and mitigation measures

Evaluation risk	Mitigation measure
Evaluation interviews carried out by individual team members may create bias from individual interpretations.	Team members periodically compared, triangulated and analysed data collected to ensure data integrity and factual accuracy throughout the review process. Regular meetings were organized during and after data collection to ensure thorough triangulation.
The external volatility, recent government transitions and transition of WFP and external personnel can limit institutional memory and availability of stakeholders to comment on MADAD implementation.	The ET maintained flexibility in rescheduling interviews and conducting remote discussions as feasible. Additionally, the ET consulted with WFP stakeholders to identify information-rich historical stakeholders and assess their willingness to be interviewed, even if they were no longer in the roles.
The planned number of KIIs with MoSA staff, local authorities and community leaders couldn't be reached due to upcoming elections and access challenges.	The ET ensure saturation was reached with the remaining number of KIIs (46) and that the information collected was sufficiently rich to allow triangulation and identification of patterns.
Volatile security situation may restrict non-essential travel to Lebanon.	A security plan was developed for this evaluation in consultation with the WFP CO, taking into account the security situation relevant to field visits. KonTerra promoted the use of the Garda World service to get security updates and ensure daily check-ins to monitor the team's location and status. The in-country team members were also in constant contact with WFP and accessed real-time information on the security situation. Arrangements were made to avoid overnights in locations that weren't safe and didn't offer UNDSS cleared accommodation. The ET included national in-country experts capable of conducting all field work and other tasks requiring in-person presence.
Timing and contextual factors may skew participant feedback on programme effectiveness given prolonged and more recent shocks.	Participants were guided to differentiate between external challenges on their experiences with the project to gain a more accurate understanding of the project's effectiveness.
Data related risks included limited availability/quality of data for the PRS/PRL component of the project; limited available information on the C&V campaign, no baseline, and no indicators for the campaign in the project results framework; lack of clear baselines for the technical assistance component and only one outcome indicator in the project results framework; lack of clear existing efficiency-related data; and absence of annual planning and target figures for the total project budget, beneficiaries or cash transfer values.	The PRS/PRL component has been de-prioritised (no FGDs or KIIs) and PRS/PRL has been removed from EQ3.1; the C&V campaign has been deprioritised and covered only under "effectiveness"; the technical assistance assessment relied primarily on qualitative data including FGDs with MoSA staff; and data on efficiency was assessed only for the endline planning targets.



# Annex 11. SO1 impact and outcome indicator analysis

Analysis of selected indicators has been undertaken for this evaluation. For example, the overall impact objective for Lebanese NPTP recipients was captured by the Household Livelihood Coping Strategy Index (L-CSI) indicator. L-CSI data shows that male-headed Lebanese NPTP households were on average worse off than Syrian MPC male-headed households from baseline till Q4 2024 – with statistically significant higher L-CSI scores over that period.<sup>148</sup> By contrast, Lebanese NPTP FHH were not worse off than Syrian MPC FHH over the same period in statistical terms.<sup>149</sup> Yet, because the project overall impact objective for Syrian MPC recipients was measured against a more ambitious L-CSI target than that for Lebanese NPTP recipients, the L-CSI achievement rate for Syrian MPC recipients appears lower and more irregular as a result.

Out of the project's 16 outcome indicators introduced as of Q1 2022, 7 were fully achieved against set targets for both F/MHH throughout project implementation. By contrast, 4 of the 16 outcome indicators introduced as of Q1 2022 were mostly unachieved against the set targets. No clear trends emerge from these various outcome indicators, however. The ET agrees with the second Results-Oriented Monitoring (ROM) report of August 2023 which states that “concerning the action's logical framework, a high degree of complexity in the selected indicators is visible, indicators are also too many in number, especially at the outcome level”<sup>150</sup> (ROM conclusion 2) and that the indicators “make it challenging to understand what the action is trying to achieve.”<sup>151</sup> The ET also notes that a key issue relates to the indicator targets. For example, as explained above, the L-CSI impact indicator showed that the Lebanese NPTP recipients meet their L-CSI target more often than the Syrian MPC recipients, despite being worse off on average, because the NPTP target is less ambitious (i.e., easier to achieve) than the MPC target. The opposite is true with other indicators, such as the ‘percentage of targeted households with acceptable FCS’ indicators (outcome indicators 1.3 and 1.4) – Syrian MPC recipients meet their target significantly more often than the Lebanese NPTP recipients given the significantly less ambitious (i.e., easier to achieve) MPC target (80% for NPTP; 34% for MPC).

Regression analysis shows a positive and statistically significant correlation between both the MPC and NPTP transfer value coverage of the full SMEB for a household of 5 on the one hand, and the L-CSI on the other (see Figure 5 for MPC and Figure 6 for NPTP). These results – highly statistically significant for both MPC and NPTP at a 99% confidence interval – may appear counterintuitive at first sight, as they imply that recipient households were worse off (i.e. higher L-CSI scores on average) when the assistance covered a greater share of the SMEB. Further regression analysis with WFP FCS and debt level data gives similar results with similarly strong statistical significance. These results may at least partly capture the temporary outcomes of the delays in adjusting the assistance amounts over time, i.e., it is when beneficiaries were worse off – in part due to the gradually decreasing purchasing power of the assistance – that the cash amounts were raised.<sup>152</sup>

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<sup>148</sup> Similar results are obtained for the period from Q4 2021 – when NPTP and MPC amounts were aligned – till Q4 2024, though statistically significant only at a 90% confidence interval.

<sup>149</sup> Like for MHH, the average L-CSI scores of NPTP FHH are higher than those of MPC FHH, but the difference is not statistically significant, even at a low 90% confidence interval.

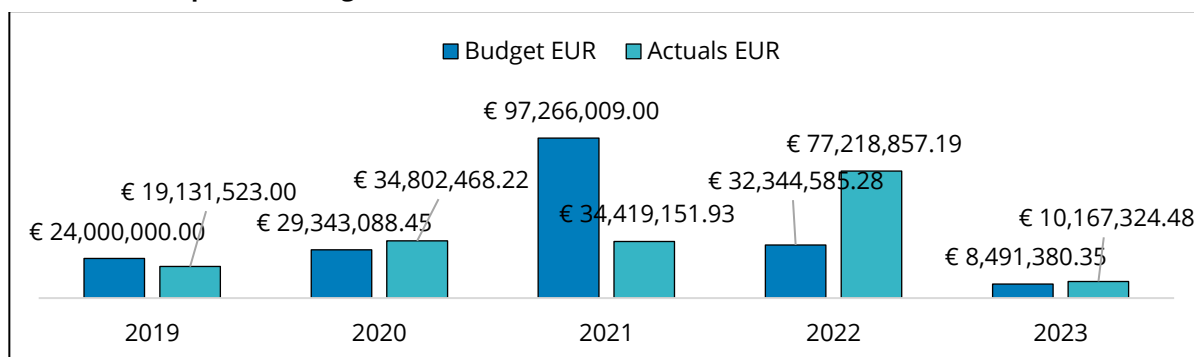
<sup>150</sup> Results-Oriented Monitoring (ROM), August 2023, p.10

<sup>151</sup> Ibid. p.5

<sup>152</sup> Data limitations significantly hinder the precision of the analysis – namely while SMEB is available on a monthly basis, QIN outcome data was reported on quarterly basis. For this reason, the regression coefficients are not reported here.

# Annex 12. Additional results

## MADAD annual planned budgets and actual costs



## Results of PRS/L cash assistance

Overall Objective Indicator	Target	Achieved	Comments
1.3. Per cent reported improvement in food security among PDM participants	Improved	Maintained	The severe socio-economic context hinders a short-term project from improving food security amongst beneficiaries. It can therefore be concluded that this indicator has been MAINTAINED, rather than improved.
Outcome Indicator	Target	Achieved	Comments
1.4.1 Percentage of targeted vulnerable Palestine households self-reporting an improved ability to meet their essential needs	Improved	Maintained	Given the severity of the current socio-economic situation, it can be concluded that this indicator is MAINTAINED. Whilst cash assistance will have temporarily supported beneficiaries to meet their immediate needs during the distribution period, their longer-term capacity has not been impacted. Project-specific distribution assessment showed that 53 per cent of respondents considered the assistance as a life- saving intervention to the household during the hard economic situation.
1.9.1 Proportion of vulnerable Palestine refugee households able to access assistance in a safe and dignified manner without being subject to associated risks at	Improved	Improved	UNRWA considered potential protection risks while selecting modalities of payment and no incidents were reported concerning beneficiaries being hindered from collecting their payments. Following the decision to partner with a new financial provider, accessibility for persons with specific needs was recorded as follows: 68 percent mentioned that the financial service provider office was accessible for old persons, 89 percent found it accessible for women and 59 percent said that it was accessible for PWD.

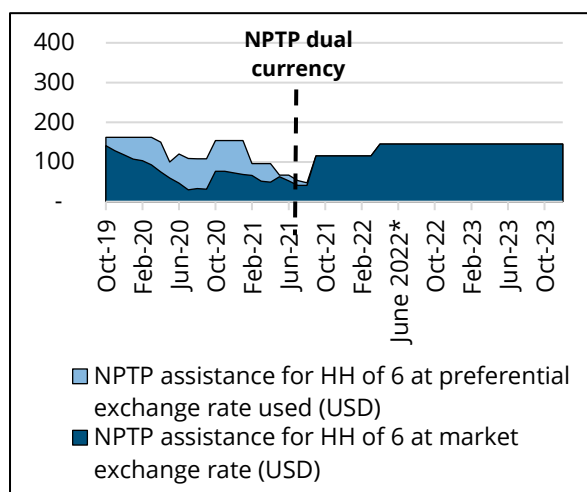
			74 percent of beneficiaries were satisfied overall with their experience with the financial service provider.
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## Complementary interventions within WFP's Lebanon portfolio

WFP Intervention	Link/potential link with MADAD
Integrated resilience and area-based livelihood opportunities for vulnerable Lebanese and Syrian refugees	Improved food consumption, dietary diversification and income diversification with skills training supporting a potential pathway/graduation to bring people out of poverty.
School Meals for vulnerable Lebanese and Syrian refugees	Addressing short-term hunger and improve childhood educational and nutritional outcomes with the potential for MoSA to consider incorporating school meals to complement the NPTP under the overall umbrella of MoSA's social protection framework
Retail strategy	Removing supply chain inefficiencies, building capacity and modernising the local retail sector—subsequently also lowering prices thus increasing beneficiaries' purchasing power.
Beirut port blast intervention (2020 – 2021)	Provision of hot meals to communal kitchens, wheat flour to bakeries and in-kind food parcels (shifted to cash) for those affected. A standalone six-month intervention.
Service provision for the ESSN	Since 2022 WFP has supported the ESSN by providing socioeconomic data on households and providing cash transfer services, complementing the NPTP.
SRSN response for vulnerable Lebanese	Following the conflict escalation in 2024, WFP transitioned 11,400 HH from food to cash assistance due to inability to access regular food assistance. Transfer values were aligned with existing safety nets.

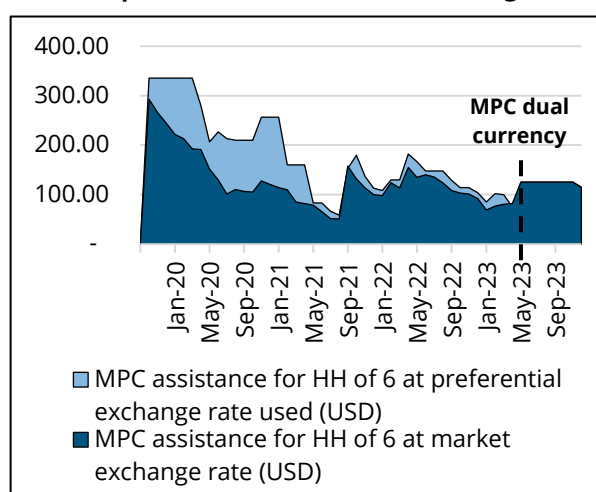
## Preferential and market exchange rate differentials

**NPTP amounts for household of 6+,  
LBP-USD preferential and market exchange rates**



Source: Evaluation team with MADAD project data

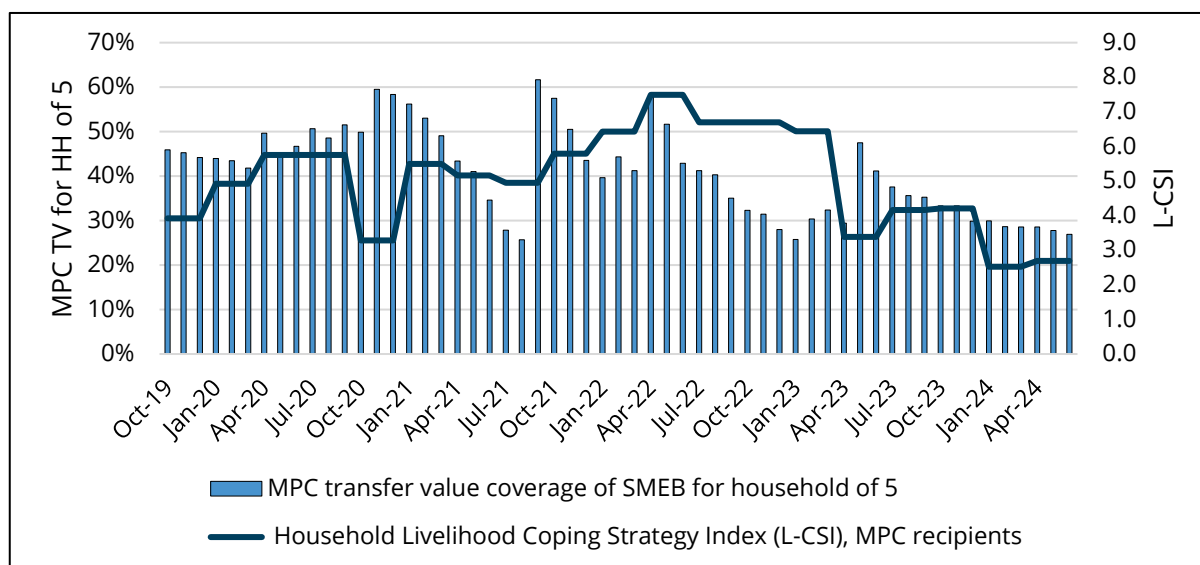
**MPC amounts for household of 6+,  
LBP-USD preferential and market exchange rates**



Source: Evaluation team with MADAD project data

## Transfer value coverage of SMEB and L-CSI

MPC TV coverage of SMEB for household of 5 and L-CSI, October 2019-June 2024



Source: Evaluation team with MADAD project data

## Annex 13. C&V Objectives

### Communication and Visibility Campaign Objectives

- Raising awareness of Lebanon's current crisis to shed light on the plight of various vulnerable groups within the country and the EU's role in supporting them
- Showcasing the human impact of the EU-funded assistance which allows the most vulnerable Syrian refugees and local communities in Lebanon to meet their basic needs
- Highlight the long-term results of the EU's support to Lebanon's national safety net programme with the aim to reduce poverty and increase resilience among the most vulnerable Lebanese populations
- Highlight the importance of supporting Lebanon's only social safety programme and strengthening the country's capacity in responding to rising needs during times of crisis
- Creating appreciation for the EU-funded assistance provided by WFP to Lebanese people and Syrian refugees, highlighting the EU's generosity and solidarity with these vulnerable populations
- Mobilising public support in Lebanon and Europe for the work done by the EU and WFP in Lebanon to alleviate suffering and bring some level of stability and dignity to Syrian and Lebanese communities at risk
- Building empathy among citizens in key EU Member States for Syrian refugees who have fled war to seek refuge in Lebanon, and for Lebanese people, who have been generously hosting nearly one million refugees despite their own challenges, which have rapidly escalated over the last few months

# Annex 14. Achievement of Objective 2 outputs

Timing of Objective 2 outputs.

Definition	Baseline (2018)	Completion data/status
<b>Outcome 2 Improved capacity of relevant government agencies to implement the NPTP at the central and local levels</b>		
Beneficiary tracking report for NPTP beneficiaries produced	Absent	By 2022 this had been produced, revised and endorsed by MoSA.
<b>Output 2.1 NPTP operational systems developed to support management of beneficiary information and updates, receipt of assistance, and grievance system</b>		
2.1.1 MoSA's Beneficiary Data Management System (BDMS) for NPTP beneficiaries developed	Absent	Put on hold in 2023. After the integration of the NPTP and ESSN completed in October 2024, the unified programme relies on the DMS developed for the ESSN.
2.1.2 MoSA's structure of the GRS designed	GRS absent	GRS designed and in place in 2021. GRS MoSA call centre embedded and fully functional by September 2024.
2.1.3 NPTP communication strategy developed	NPTP strategy absent	The original strategy was completed in 2019 and updated each year until the end of 2022. A draft advocacy strategy was developed by WFP for the unified social safety net, currently under revision by MoSA.
<b>Output 2.2 Monitoring and evaluation tools developed</b>		
2.2.1 Appeal mechanism for refugees developed	None	The appeals mechanism was developed in 2019 and fully operational by 2020.
2.2.2 Assessment of flexible modality pilot for poor Lebanese	None	By September 2021 this had been completed with a shift from NPTP food assistance to unrestricted cash USD assistance.
<b>Output 2.3 Staff capacity improved to effectively implement the NPTP cash assistance</b>		
2.3.1 Number of unique MoSA and PCM staff trained on operational systems	None	The first round of training of 26 central and local staff was completed in 2019 and continued in 2020. By the end of 2024 a total of 33 staff had been trained (including external staff working at the MoSA call centre).
2.3.2 Number of MoSA and PCM staff trained on communications strategy	None	The training of 10 central level staff was completed in 2020.
2.3.3 MoSA-NPTP and SDC staff trained on WFP AAP policies	None	Training for 10 central level staff was completed in 2019. By the end of 2022 a total of 535 staff had received the training (505 social workers and SDC staff and 30 MoSA central level staff).
2.3.4 Number of MoSA and PCM staff trained on M&E	None	Five central level staff completed the training in 2019 and a further 10 in 2020.



# Annex 15. Interlinkages within WFP's portfolio

Overview of WFP CSPs over the MADAD timeframe – interlinkages within WFP's portfolio

CSP 2018 – 2023 Strategic Outcomes	Activities	CSP 2023 – 2025 Strategic Outcomes	Activities
<b>Strategic outcome 1:</b> Food-insecure refugees – including school-age children – and crisis-affected host populations have access to lifesaving, nutrition and affordable food throughout the year	<b>Activity 1 – MPC</b> Activity 1 – Retail strategy to ensure that beneficiaries have access to diverse, high-quality foods at competitive prices.  Activity 1 – School meal activities to encourage school enrolment and attendance. Food assistance will aim to reduce the likelihood of refugee HH resorting to negative coping mechanisms.	<b>Strategic outcome 1:</b> Economically vulnerable and food-insecure people in Lebanon, including refugees, meet their basic needs and in the aftermath of crises	<b>Activity 1 – Transfers to meet the food and other essential needs of refugee HH through CBTs (designed to cover 100% of their basic food needs) - MPC</b>  Activity 1 – Retail strategy
Strategic outcome 2: Vulnerable women and men in targeted refugee and Lebanese communities sustainably improve their skills, capacities and livelihood opportunities by 2020	Activity 3 – Individual capacity strengthening activities  Activity 4 – Asset creation and livelihood support activities	<b>Strategic outcome 2:</b> Extremely poor and vulnerable people in Lebanon, including children, are more resilient through inclusion in national social safety nets throughout the year	<b>Activity 2 – Provide unconditional cash transfers to extremely poor Lebanese through national safety net programmes – NPTP</b>  Activity 3 – Provide nutritious school meals to Lebanese and refugee children
<b>Strategic outcome 3:</b> Vulnerable populations in Lebanon are enabled to meet their basic food needs all	<b>Activity 5 – NPTP</b>	Strategic outcome 3: Individuals, HH and communities vulnerable to economic and climatic shocks in Lebanon have more	Activity 4: Provide vulnerable Lebanese and refugee communities with integrated resilience and area-

year long		resilient livelihoods by 2025	based livelihoods support through conflict-sensitive and gender transformative approaches
<b>Strategic outcome 4:</b> National institutions and national and international humanitarian actors are supported in their efforts to improve the effectiveness and efficiency of their assistance.	<b>Activity 6 - Institutional capacity strengthening activities - TA</b>	<b>Strategic outcome 4:</b> National institutions in Lebanon have increased capacity to manage social safety nets and other programmes by 2025	<b>Activity 5 -</b> Provide technical expertise, capacity strengthening and policy advice to enhance Government capacity - <b>TA</b>
		<b>Strategic outcome 5:</b> Humanitarian stakeholders benefit from enhanced coordination and mandated services to deliver assistance during, in the aftermath, and in anticipation of crises.	Activity 7: Provide on-demand services, including resources transfer services, to Government and other partners.

# Annex 16. Findings, conclusions and recommendations mapping

Recommendation [in numerical order]	Conclusions [by number(s) of conclusion]	Findings [by number of finding]
<p><b>Recommendation 1 – Relevance, effectiveness and impact of cash transfers</b></p> <p><b>1.2</b> As implemented by WFP Lebanon, in contexts where the needs of vulnerable populations are wide-ranging and high, the continued provision of unconditional and unrestricted cash transfers should be prioritised to help address short-term essential needs while ensuring maximum choice for recipients on how best to spend their assistance. TVs should be aligned with the [S]MEB gap based on ECMEN to the extent possible. To ensure continued alignment over time, TVs should be reviewed whenever there are significant changes in context and be adjusted taking into account issues such as changing market prices, currency fluctuations and available resources.</p> <p><b>1.2</b> Taking into account Recommendation 4.3.1 of the limitations cited in the Management Response to the Joint Action DE:</p> <p>To the extent possible, increased alignment should be sought between cash assistance and interventions which provide the potential for economic inclusiveness. The adoption of an approach, which would involve linking the provision of cash to complementary activities (e.g. provision of productive assets and/or training) or services (e.g. referral to health or education services), where feasible and where available, to support the potential to improve HH socio-economic outcomes in the longer-term. In Lebanon, for Lebanese citizens this is in line with Pillar 1 of the NSPS.</p>	<p>Conclusion 1, 3, 8, 10, 12</p>	<p>1, 2, 6, 10, 11, 12, 18, 31</p>
<p><b>Recommendation 2 – Gender integration</b></p> <p>Where resources are available, collaboration with UN Women (or other specialised agencies) to provide gender-related, PSEA and disability inclusion training and capacity strengthening to project partners should continue to be part of WFP's programming and project planning WFP should continue</p>	<p>Conclusion 1</p>	<p>3, 26</p>

Recommendation [in numerical order]	Conclusions [by number(s) of conclusion]	Findings [by number of finding]
implementing the recommendations from the 2023 Gender Study <sup>153</sup> (such as top-ups for recipients with additional costs related to gender, age, disability and other vulnerabilities). Where SDCs benefit from this training, this is in line with Pillar 4 of the NSPS.		
<b>Recommendation 3 – Targeting models</b>  <b>3.1</b> Where WFP has the ability to implement and/or influence targeting approaches, the application of multiple models, as seen with the MPC should be prioritised. In Lebanon, if feasible, WFP should advocate for this approach to be adopted in the Government’s social protection programming and provide the necessary technical assistance to the GoL to support its application  <b>3.2</b> In line with Recommendation 2.4.1 of the Joint Action DE, WFP and Recommendation 2 of the NPTP DE, further effort is required to build trust with communities to alleviate beneficiary concerns with regard to exclusion from assistance and to create better understanding of why some are selected to receive assistance and others are not. This applies to both Lebanese citizens (particularly former NPTP beneficiaries and is linked to Pillar 1 of the NSPS) and refugees. This recommendation is linked to Recommendation 5 on capacity strengthening.	Conclusion 1, 6, 9	8, 24, 25
<b>Recommendation 4 – TA processes</b>  <b>4.1</b> WFP globally should consider developing more tailored guidance for working with governments to strengthen social safety nets, building on the operational experience and learnings from the WFP Lebanon Country Office (in a similar vein to the interim guidance for cash programming). This should include: <ul style="list-style-type: none"> <li>• In countries with fragmented and nascent social protection programmes, WFP should provide TA to strengthen government capacity to implement such programmes. Realistic timeframes for TA provision should be established from the outset and documented in a joint Plan of Action and MoU.</li> <li>• TA processes to governmental authorities should start with a consultation process to identify gaps in, governance, safety net design, systems, processes and operation. Subsequently, a joint plan of action setting out expected outcomes, outputs, activities and timelines should be agreed with the authorities from the outset and documented in an MoU.</li> </ul>	Conclusion 2, 4, 11	5, 6,7, 15, 16, 20
<b>Recommendation 5 – Capacity strengthening</b>		5, 7,

<sup>153</sup> UNWOMEN & WFP 2023 Gender and Social Inclusion Analysis of the national Poverty Targeting programme in Lebanon <https://lebanon.unwomen.org/en/digital-library/publications/2023/12/gender-and-social-inclusion-analysis-of-the-national-poverty-targeting-programme-in-lebanon> (Accessed 16/02/25)

<b>Recommendation</b> <i>[in numerical order]</i>	<b>Conclusions</b> <i>[by number(s) of conclusion]</i>	<b>Findings</b> <i>[by number of finding]</i>	
<p>WFP should hold further dialogue with the Government of Lebanon to identify the potential support that WFP can provide to strengthen connection between MoSA at central and field levels (in line with Pillar 4 of the NSPS), particularly in relation to the GRM, to sustain successful capacity strengthening that has taken place under MADAD at both levels. This could include supporting the government in:</p> <p>Vertical integration between central and field/SDC levels of MoSA to ensure that the operational knowledge and updates are transmitted to SDCs (including social workers) and where relevant, onwards to beneficiaries. This is likely to include strengthening the expansion of GRM services to SDC/social worker level; continued strengthening of verification and M&amp;E data collection activities; standardizing and simplifying updates on issues such as eligibility.</p>		Conclusion 2, 4, 6, 11	15, 16, 19, 20, 25, 26, 32

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## Annex 18. Acronyms

<b>AAP</b>	Accountability to affected populations
<b>ACR</b>	Annual Country Report
<b>BAWG</b>	Basic Assistance Working Group
<b>BDM</b>	Beneficiary Data Management
<b>BLF</b>	Banque Libano-Française
<b>BR</b>	budget revision
<b>C&amp;V</b>	Communications and Visibility
<b>CAS</b>	Central Administration of Statistics
<b>CBT</b>	cash-based transfers
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women
<b>CMU</b>	Central Management Unit
<b>CO</b>	Country Office
<b>CP</b>	cooperating partner
<b>CSP</b>	Country Strategic Plan
<b>CSPE</b>	Country Strategic Plan Evaluation
<b>DE</b>	Decentralized Evaluation
<b>DEQAS</b>	Decentralized Evaluation Quality Assurance System
<b>DEQS</b>	DE support service
<b>EC</b>	Evaluation Committee
<b>EM</b>	Evaluation Manager
<b>EQ</b>	evaluation questions
<b>ER</b>	evaluation report
<b>ERG</b>	Evaluation Reference Group
<b>ERP</b>	Emergency Response Plan
<b>ESSN</b>	Emergency Social Safety Net Project
<b>ET</b>	Evaluation Team
<b>EU</b>	European Union
<b>EUR</b>	Euro
<b>EUTF</b>	European Union Regional Trust Fund
<b>FCS</b>	food consumption score
<b>FFA</b>	Food for Assets
<b>FFT</b>	Food for Training
<b>FGD</b>	focus group discussion
<b>FHH</b>	Female-headed households
<b>FLA</b>	Field Level Agreement
<b>FO</b>	Field Office
<b>FSAS</b>	Food Security and Agriculture Sector
<b>FSP</b>	Financial Service Provider
<b>GaM</b>	Gender and Age Marker
<b>GEWE</b>	Gender equality and women's empowerment

<b>GoL</b>	Government of Lebanon
<b>GRS</b>	Grievance Redress System
<b>HBS</b>	household budget survey
<b>HER</b>	Humanitarian Exchange Rate
<b>HH</b>	Household
<b>HoH</b>	Head of household
<b>ILO</b>	International Labour Organization
<b>IMC</b>	Inter-Ministerial Committee
<b>IMF</b>	International Monetary Fund
<b>IPC</b>	Integrated Food Security Phase Classification
<b>IR</b>	Inception Report
<b>KI</b>	key informant
<b>KII</b>	key informant interviews
<b>LBP</b>	Lebanese Pound
<b>LCRP</b>	Lebanon Crisis Response Plan
<b>L-CSI</b>	Livelihood Coping Strategy Index
<b>LOUISE</b>	Lebanon One Unified System for E-cards
<b>LRC</b>	Lebanese Red Cross
<b>MCAP</b>	Multi-Purpose Cash Assistance Programme
<b>MEB</b>	Minimum Expenditure Basket
<b>MoSA</b>	Ministry of Social Affairs
<b>MoU</b>	Memorandum of Understanding
<b>MPC</b>	multi-purpose cash
<b>MTO</b>	Money Transfer Operators
<b>NA</b>	not available
<b>NGO</b>	non-governmental organization
<b>NPTP</b>	National Poverty Targeting Programme
<b>OECD-DAC</b>	Organization for Economic Co-operation and Development's Development Assistance Committee
<b>OEV</b>	Office of Evaluation
<b>PCM</b>	Presidency of the Council of Ministers
<b>PDM</b>	post distribution monitoring
<b>PLW</b>	pregnant and lactating women
<b>PLWHA</b>	persons living with chronic illness or persons living with HIV/AIDs
<b>PM</b>	Prime Minister
<b>PMT</b>	proxy-means testing
<b>PPT</b>	PowerPoint
<b>PRL</b>	Palestinian refugees from Lebanon
<b>PRS</b>	Palestinian refugees from Syria
<b>PwD</b>	Persons with disabilities
<b>QA</b>	Quality Assurance
<b>QIN</b>	Quarterly Information Note
<b>RBC</b>	Regional Bureau in Cairo

<b>rCSI</b>	Reduced coping strategy index
<b>REU</b>	Regional Evaluation Unit
<b>ROM</b>	Results-oriented monitoring
<b>SDC</b>	Social Development Centre
<b>SDG</b>	Sustainable Development Goals
<b>SMEB</b>	survival minimum expenditure basket
<b>SO</b>	Strategic Outcomes
<b>SOP</b>	Standard Operating Procedures
<b>SP</b>	social protection
<b>SPWG</b>	Social Protection Working Group
<b>SRSN</b>	Shock Responsive Safety Net
<b>SRSP</b>	shock responsive social protection
<b>TA</b>	Technical assistance
<b>TL</b>	Team Leader
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>TWG</b>	Technical Working Group
<b>UN</b>	United Nations
<b>UN SWAP</b>	UN system-wide Action Plan
<b>UNCT</b>	UN Country Team
<b>UNEG</b>	United Nations Evaluation Group
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestinian Refugees in the Near East
<b>USA</b>	United States of America
<b>USAID</b>	United States Agency for International Development
<b>WB</b>	World Bank
<b>WFP</b>	World Food Programme
<b>WVI</b>	World Vision International